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A STUDY
OF
MARYLAND STATE DEPARTMENT OF CORRECTION

BY
AMERICAN CORRECTIONAL ASSOCIATION

FOR THE
COMMISSION TO STUDY THE CORRECTIONAL SYSTEM OF MARYLAND

1966

AMERICAN CORRECTIONAL ASSOCIATION
1000 Shoreham Bldg., 15th & H Streets, N. W.
Washington, D. C. 20005

December 22, 1966

Honorable Benjamin Michaelson, Chairman
The Commission to Study the Correctional
System of Maryland
21 Windward Drive
Fair Winds on the Severn
Severna Park, Maryland 21146

Dear Judge Michaelson:

At the request of the Commission to Study the Correctional System of Maryland, the American Correctional Association made a study of the structure, management and operation of the Central Office of the Department of Correction, Maryland Penitentiary, Maryland House of Correction, Maryland Correctional Institution at Hagerstown, Maryland Correctional Institution for Women and the five correctional camps.

The request also included a study of the Patuxent Institution.

The aim of the Study is to recommend a central office and an institutional organizational pattern which would improve the effectiveness of the system. It was indicated in the original commitment that the recommendations would include up-to-date methods and techniques which have proved to be successful in other states.

The first consideration was an evaluation of existing programs and facilities. The methods used in compiling this report were as follows:

1. Preparation of evaluation guides for each institution and the Central Office. Where possible, the main source used for the guides was the 1966 revision of the Manual of Correctional Standards prepared by over 135 professionals in the correctional field and published by the American Correctional Association.
2. Consultants were selected on the basis of their field of specialty and administrative experience in correctional management. In addition, regional consideration was given in order to pool the best

thinking from all parts of the country. The teams of consultants visited the institutions and central office and submitted reports with recommendations.

3. These reports were reviewed by a panel of outstanding state administrators in a three-day intensive session. The final report was compiled after this meeting. The goal of this method is to provide a maximum amount of objectivity.

The consultants used in this study were Mrs. Betty Cole Smith, Superintendent, Massachusetts Correctional Institution, Framingham, Mass.; Dr. William Amos of the President's Crime Commission for the District of Columbia; Mr. James W. K. Park, Deputy Warden, California State Prison, San Quentin, California; Mr. M. J. Elliot, former Associate Warden of the Atlanta Federal Penitentiary and just returned from reorganizing a correctional institution in Guam; Mr. Paul J. Eubanks, Superintendent, Apalachee Correctional Institution, Florida; Mr. Albert Elias, Superintendent, New Jersey Reformatory, Bordentown, N.J.; Mr. Walter Stone, Assistant Chief, Conservation Camps, California; Mr. Richard B. Lawless, former Program Examiner, Division of Industries, Federal Bureau of Prisons; Superintendent W. Cecil Johnson, M. D., Mattawan State Hospital, Beacon, New York; and Dr. Robert Levinson, Chief Psychologist, U. S. Bureau of Prisons.

The initial preparation of the study guides and briefs for the consultants was performed by Dr. Glenn M. Kendall, Superintendent, New York State Vocational Institution, West Coxsackie, New York.

The Survey Panel consisted of Mr. Walter Dunbar, Director of the Department of Corrections, California; Mr. Albert Wagner, Director of Corrections, State of New Jersey; Mr. V. Lee Bounds, Director, Department of Corrections, North Carolina; and Dr. E. Preston Sharp, General Secretary, American Correctional Association.

The final visits to the institutions and the formulation of the final reports were made by Mr. Raymond W. May, retired Warden, Federal Bureau of Prisons. He was assisted by Mr. Donald Pointer, Program Administrator of "Project Challenge," Lorton, Virginia.

While the bulk of source material for this Study was derived from on-sight inquiries and observations, selected gleanings from the following reports were of particular value: Second Report of the Maryland Self-Survey Commission Relating to the Department of Correction, 1958, prepared by Dr. Sanford Bates; the Interim Report of the Legislative Council Committee on Maryland Prison Administration; the Report to the Governor of Maryland on the Maryland Work Release Law, September, 1966, prepared by Mr. James V. Bennett, retired Director, U. S. Bureau of Prisons; and the Report

of the Legislative Council Committee on Prison Administration,
November 22, 1966.

Throughout the report an effort was made to give specific references to the Manual of Correctional Standards and other sources. Because of limited time, it was impossible to collect statistics or make studies in depth. Further studies are recommended in a few areas in order to provide more accurate facts needed to implement improvements.

All who participated in this study wish to express appreciation for the fine cooperation of Commissioner Vernon L. Pepersack and all members of the Correctional Department, Director Harold M. Boslow, M. D., and his staff at the Patuxent Institution, and Mr. Morton Sacks, Assistant Attorney General and members of his staff.

It is sincerely hoped that this Study will aid in strengthening the correctional services of Maryland.

Respectfully yours,

E. Preston Sharp

E. Preston Sharp, Ph.D.
General Secretary

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HISTORICAL BACKGROUND

The direction and supervision of correctional institutions in the State of Maryland have evolved through several shifts of philosophy and forms of organization.

Prior to 1916, the Maryland Penitentiary and the Maryland House of Correction, the only institutions at that time, were autonomously operated under separate Boards appointed by the Governor. In 1916, the two institutions were placed under the administration of a State Board of Prison Control. The Board of Welfare superceded the Board of Prison Control, in 1922, as the administrative agency for correctional institutions. In 1939, for the first time, the Department of Correction came into being. It was placed under the administration of the State Board of Correction. The Superintendent of Prisons became the administrative head of the Department in 1953. However, the Board of Correction remained as the final authority, establishing policy and appointing executive personnel in the institutions on recommendations of the Superintendent of Prisons. In 1962, the title of Superintendent of Prisons was changed to Commissioner of Correction and he was made fully responsible for the administration of the Department. The Commissioner is appointed by the Governor by and with the consent and advice of the Senate, and is responsible only to the Governor. There is still an Advisory Board but it no longer has administrative or appointive powers. Rather, it is a body which "may make suggestions and give advice to the Commissioner of Correction as to the operations and administration of the Department and of its several institutions and agencies." (Maryland Manual, 1965 pp. 100-101)

OVERVIEW

The Maryland Department of Corrections is comprised of a headquarters office, five institutions of various types, five correctional camps, a pre-release unit, and a central hospital. These institutions house and provide programs for approximately 6,200 men, women and youths serving sentences ranging from three months to life -- 23 are sentenced to death. The institutions are diversified in size, age, and location. Inmate population exceeds capacity by approximately 1,700.

An extensive State-Use Industrial Program provides employment for inmates. The industrial and work program appears to have received major departmental and legislative attention through the years. Only in the last decade has there been significant concern about other aspects of a well-rounded correctional program, with particular emphasis on development in the past two years.

A new hospital serving the system located at the Maryland Penitentiary and a new camp center reflect good planning to meet expanded needs.

It is evident that the Maryland Department of Corrections is beset by the typical problems and conflicts that characterize any state correction system as it evolves from a miscellaneous collection of institutions to an orderly and integrated Department of Corrections. Although the institutions were placed legislatively under a central administration in 1916, they have operated quite independently in a number of respects. This was

not a major management problem when there were few institutions and little inmate movement between them. Now that Maryland possesses a diversified constellation of institutions and inmates are transferred from one facility to another in order to make best use of institutional resources, system-wide procedural standards and broad program development become vital to Departmental operation. The Department is working in this direction but the problem is large and complex, and employee resources are limited in number so that progress is slower than staff would desire. As might be expected, the developmental process is uneven. Some very excellent programs are in operation, while at the same time there are conspicuous program and staff deficiencies in other areas.

In recent years some progress has been made in reducing prisoner overcrowding by the construction of additional facilities. Additional employees have been acquired also. Yet the system has neither acquired the unity nor provided the broad opportunities for personnel training so essential to progressive growth and development.

Therefore, special efforts must be made to strengthen lines of communication and to draft clearly defined objectives, functions, policies and procedures which establish basic agency missions and goals. At the Department level consistency of program planning and development must be assured and necessary staffing provided. With the objectives, goals and mission of the Department identified, and the multiple functions for their implementation defined, an organizational structure must be formed.

Each Department head and each field unit manager must be trained and stimulated to accept responsibility for delegated decision-making, to provide initiative to exercise imaginative leadership. This will require a strong in-service training and staff development program, as well as resourceful public information and community relations efforts. There is more involved than management skills and the ability to translate innovative thinking into operational programs. Traditions which tend to reaffirm local authorities at the expense of applying total resources to the solution of total problems must be overcome. An important first step is the pronouncement of basic agency philosophy.

MANAGEMENT BY OBJECTIVE

In developing a more effective correctional system, a fundamental principle is the coordination of the component parts working together to achieve the objective of the total system; protection of the public by control, supervision and rehabilitation of offenders. Achievement of this objective in Maryland will require major organizational, policy and program changes, as well as substantial increases in expenditures for staff and facilities. There is little doubt that the increased costs can be recovered within several years by a more efficient correctional system that will reduce the use of costly institutions, and increase the effectiveness of correctional treatment. This prediction does not depend on any breakthrough in behavioral sciences, knowledge or hope for success of new program techniques. It is based upon the results of practice today in a number of states and counties. Continued progress in improving correctional effectiveness, of course, can be expected, and this will serve to further the improved level of achievement of objectives and improve the cost-to-benefit ratio.

Since studies of the parole and probation services in the State of Maryland are being made as part of a corollary study by the National Council on Crime and Delinquency - this report will address itself only to the relationships

between these services, the parole board and the State Department of Corrections. It should be noted in this regard that the offender is best dealt with in a spectrum of integrated correctional processes. It is imperative that decisions made at any stage of the process be seen as having substantial impact upon the remaining stages of correctional process.

The organization and policy strategy for achieving the objectives and goals of the Maryland Department of Correction is that of management by correctional objectives. This strategy and its organizational components have three essential elements:

1. Focus on the results desired (i.e., reduction of recidivism) and the development of methods, programs and decision-making to achieve the results.

2. Employment of the strategy of search. ^{1/}
"Defining the parameters of any particular problem and then organizing logical possibilities for attacking it; a plan for testing its alternatives. This is in contrast to a strategy of activity." Compounded of a

^{1/} Unpublished paper titled "A Strategy of Search." Authorship Lamar T. Empey, University of California.

sense of unrealistic hope and tremendous urgency, the approach to correctional planning in the past has been guided by intuitive opportunism, a goal oriented guessing game which views all problems like illnesses with solutions consisting of ever-increasing doses of the patent medicine which never seems to cure. Application of the elementary but new concept of correctional planning is that we should not fight crime simply by enlarging the effort and expense of more "cure" in the form of getting tougher and tougher, or providing smaller and smaller caseloads, or building larger institutions to keep more inmates in longer so they may receive more training and so on. A strategy of search complements a strategy of proof by stressing the need to achieve the desired results.

In other words, the question becomes not only "What are the success and failure rates of correctional institutions?" but "What are the organizational characteristics of the institutions themselves?"

Unquestionably, there are aspects of existing programs which work against the purposes of the total system or organization.

3. The last element is therefore to establish an effective organizational plan with adequate resources (i.e., an adequate research and evaluation program and effective utilization of community resources) which can best develop and adapt itself to achieving established objectives. (This survey, for example, is neither the surgery nor the medicine which will hasten the reduction of recidivism in Maryland. Rather, it promises merely to create the kind of organization and policies which have the best opportunity to do that in the future.)

The leadership of the State of Maryland must establish the correctional objectives and adopt the methods known to be most effective. As a beginning point, however, it is suggested that the objectives and methods be quite similar to those of other correctional systems which are finding success with this approach. A proposed statement for the State of Maryland follows:

Purpose: To protect the public of the State of Maryland by aiding in the prevention and control of crime through effective and efficient correctional programs which serve to re-socialize the offender.

Objectives: In an efficient and economical manner, while respecting the constitutional and human rights of all persons concerned, to:

I. Administer the sentences of the Courts by control of committed offenders on probation, in the institutions, and on parole.

This objective is accomplished by:

A. Control in institutions.

1. Classifying inmates in accordance with security requirements.
2. Maintaining safety and order within a secure perimeter.
3. Providing basic human needs and maintaining inmate morale through good human relations.

B. Providing information for the determination of sentence, probation, parole date, and conditions of probation or parole.

C. Control in the community.

1. Evaluating the risks and benefits of probation for convicted offenders.
2. Classifying probationers and parolees in accordance with control requirements.
3. Enforcing the conditions of probation and parole.
4. Investigating, evaluating, and reporting probation and parole performance.
5. Assisting the probationer and parolee to achieve self-sufficiency and social responsibility.
6. Assisting in the development of community attitudes and resources necessary for effective reintegration of the former offender into the community.

II. Prepare committed offenders for return to the community as useful persons by promoting and sustaining changes in attitude and behavior. This objective is accomplished by:

A. Providing programs in accordance with individual needs.

1. Work programs in the institution, and on-parole employment compatible with the offender's aptitudes and training, and consistent with his social and legal situation.
2. Resocialization programs, including both clinical and custodial aspects of the therapeutic community.
3. Educational programs consistent with appraisal of aptitudes, interests, and educational objectives.
4. Religious services and guidance.
5. Medical and dental care.

6. Leisure time programs emphasizing self-improvement and wholesome recreation.

B. Developing and maintaining the offender's link to the community to the maximum extent compatible with control requirements.

1. Encouraging legitimate communications with family, friends, and the community.

2. Fostering contact with prospective employers and others concerned with vocational planning.

3. Assisting in resolving personal problems of the offender's dependents.

III. Utilize inmate manpower for the public benefit. This objective is accomplished by:

A. Providing work training for inmates by their employment in production of goods and repair of equipment for governmental use, and in the providing of services for public benefit.

IV. Find the causes and the means for prevention and treatment of delinquent and criminal behavior and participate in the development of criminal law. This objective is accomplished by:

A. Conducting basic research in the behavioral sciences on the causation of crime and delinquency and the modification of deviant behavior.

B. Applying experimental program models designed to modify the behavior of probationers, inmates and parolees.

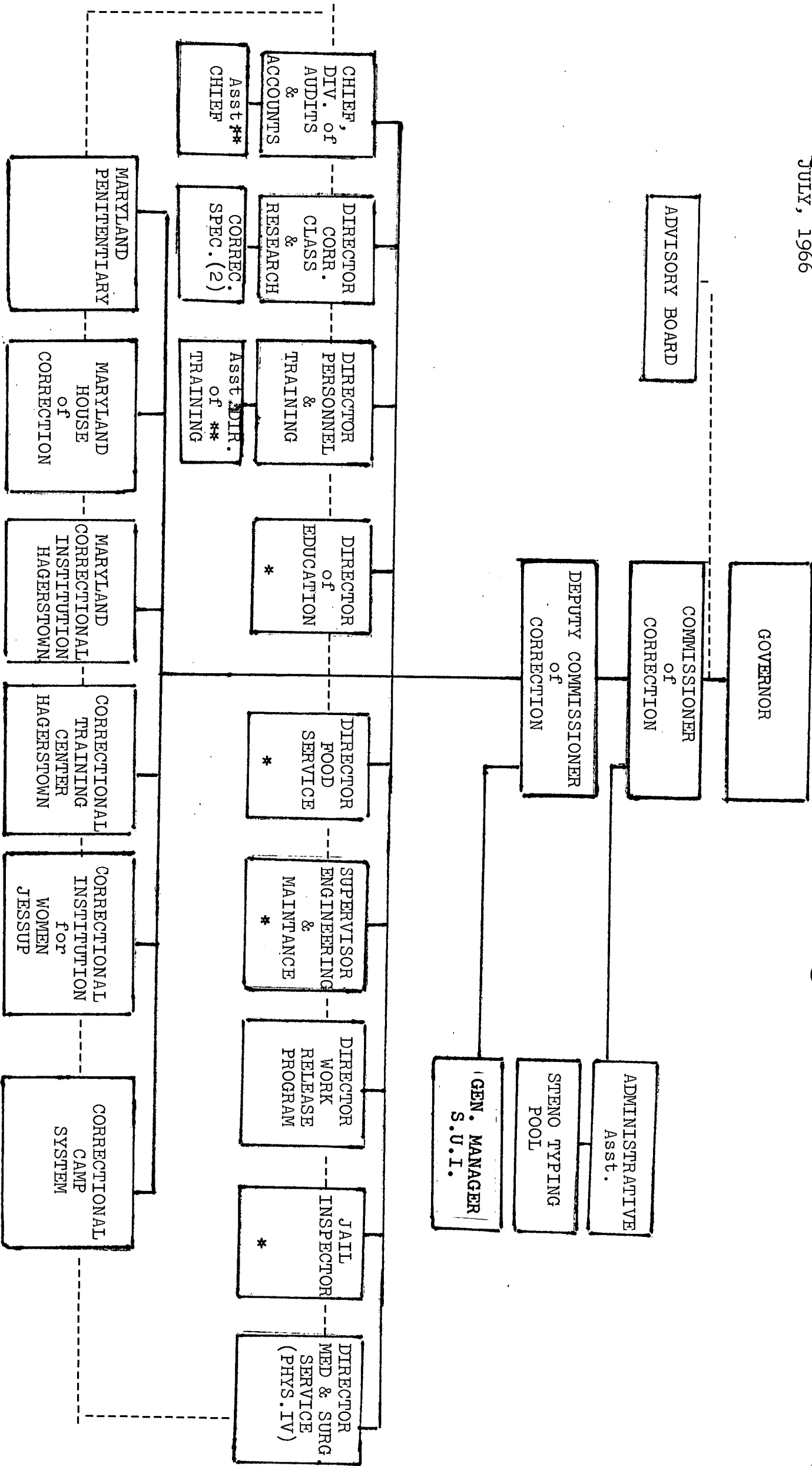
C. Evaluating program effectiveness through accepted research methods.

- D. Communicating to those with legislative and executive responsibilities for Maryland, and the public in general, analysis of the effects of the administration of criminal justice in the control of crime and providing leadership towards the making of improvements.
- V. Conduct the business of the Department in the most effective and economical manner. This objective is accomplished by:
 - A. Utilizing all available money, manpower, and material resources wisely and effectively.
 - B. Providing opportunity and encouragement, guidance and direction to employees which will assure inspired and dedicated service.
 - C. Establishing management policies of the highest quality.

Correctional policy makers and administrators must plan, organize and implement all programs in considered relationship to the objectives expected. These general objectives should be translated into more precise, realistic, more quantitative terms for the operating unit managers, and there must be complete accord on how achievement of these objectives is to be measured. A system for making such measurements must be established so that the administration may periodically, if not continuously, know whether each program is achieving expected results -- and, if not, immediately consider corrective action. This type of dynamic management will have to make difficult decisions involving re-directing or reallocating resources from one function or program to another in order to keep the overall system in relative balance, and to reflect relative priorities, in the face of internal organization

struggles for larger appropriations. This also means deciding, on the basis of research and evaluation, to reduce or abandon specific programs which have failed to achieve the expected objectives, or have achieved a limited degree of success which may be achieved by another program at a far smaller unit cost.

CHART I:
PRESENT ORGANIZATION



ADMINISTRATION
POLICY, DEVELOPMENT, COORDINATION, and EXAMINATION

* REQUESTED POSITIONS ----- 1967 BUDGET (DIRECTOR OF EDUCATION was SELECTED by BUDGET DEPT.) BUDGET BUT SELECTED BY BUDGET,
** PRESENTLY BEING REQUESTED ON AN EMERGENCY BASIS. (ASST. DIR. OF TRAINING WAS REQ. IN 1967)

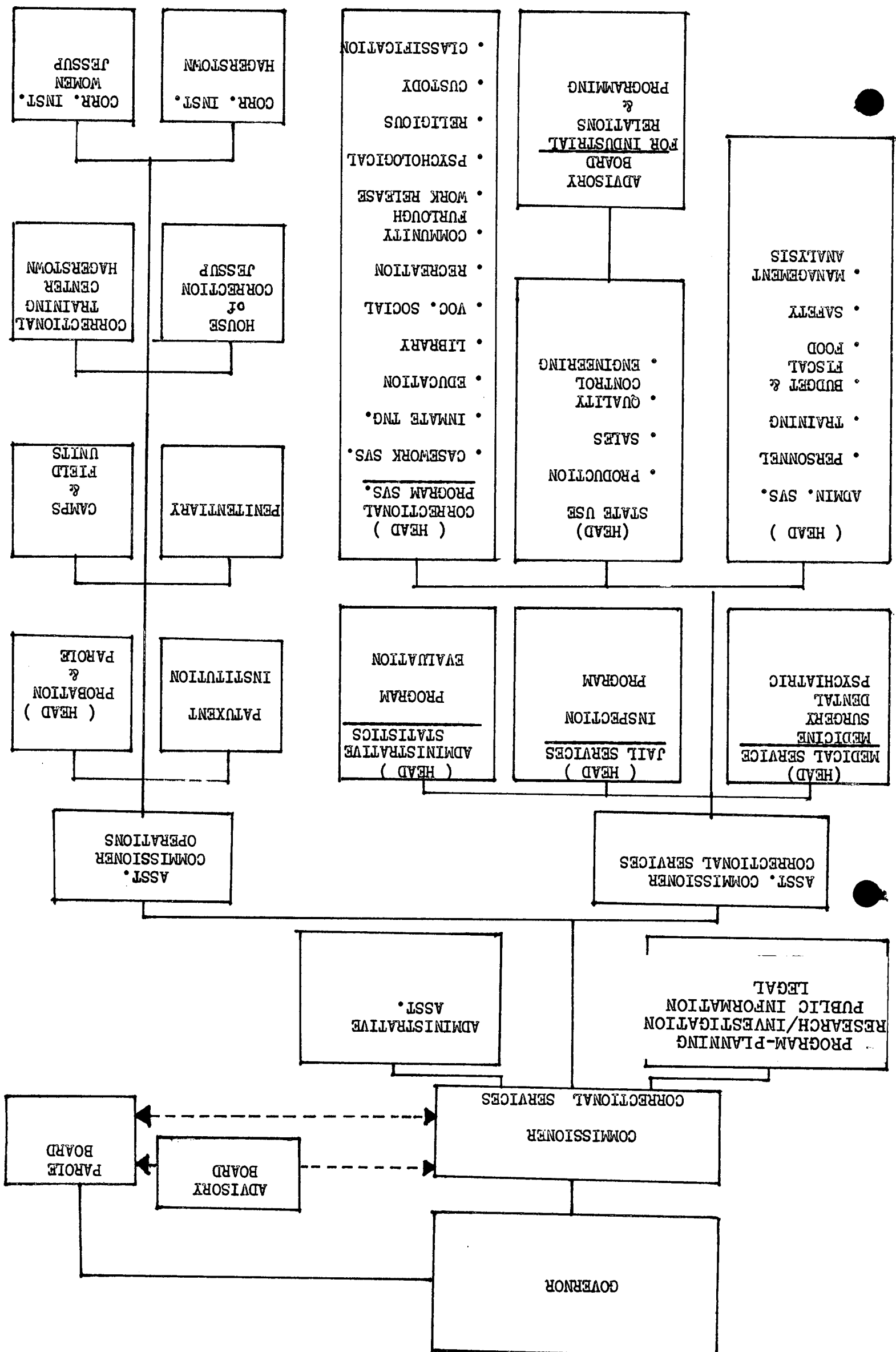


CHART III.
 MARYLAND - EXISTING ORGANIZATION AND SYSTEM OF CRIMINAL JUSTICE

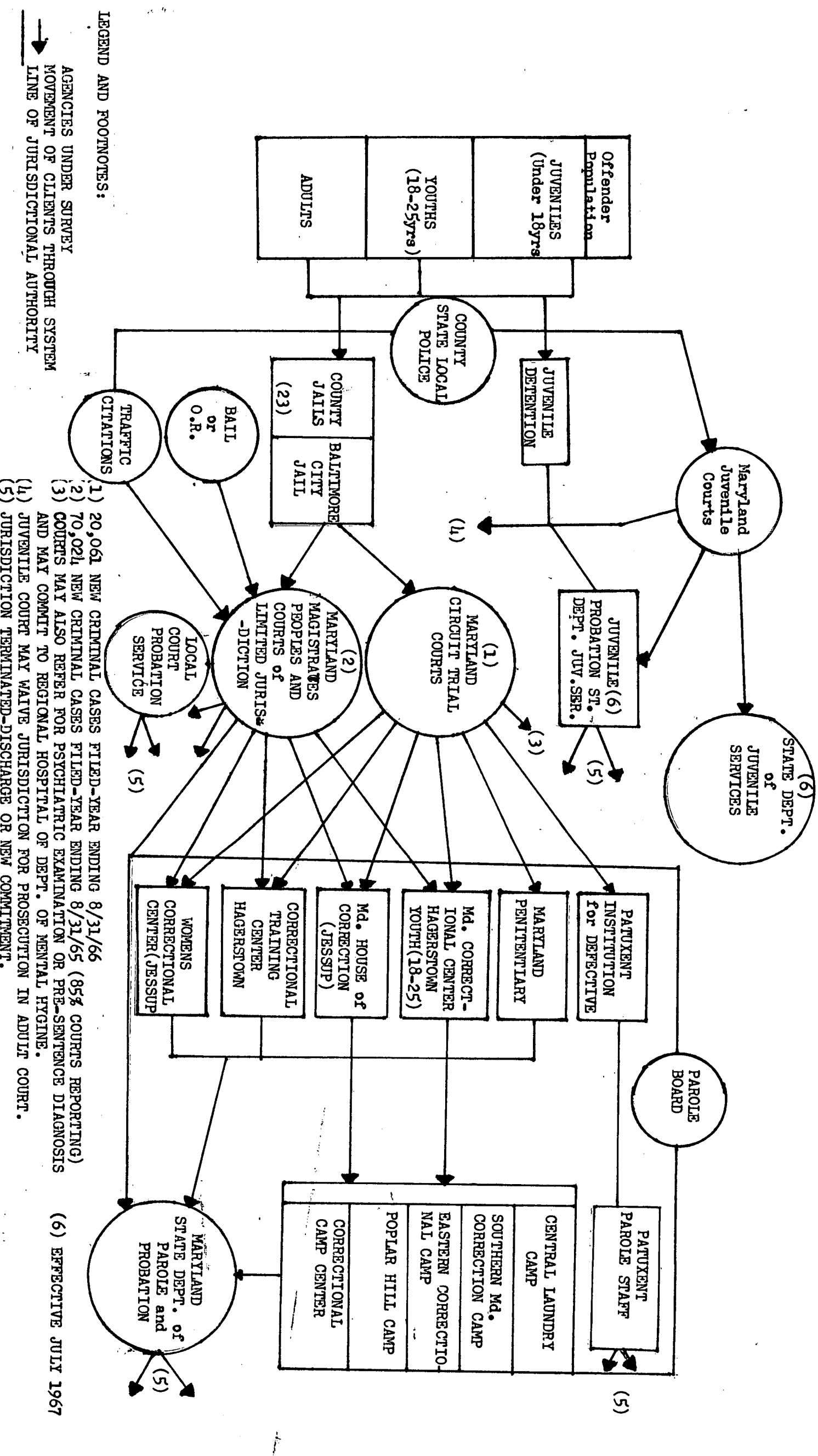
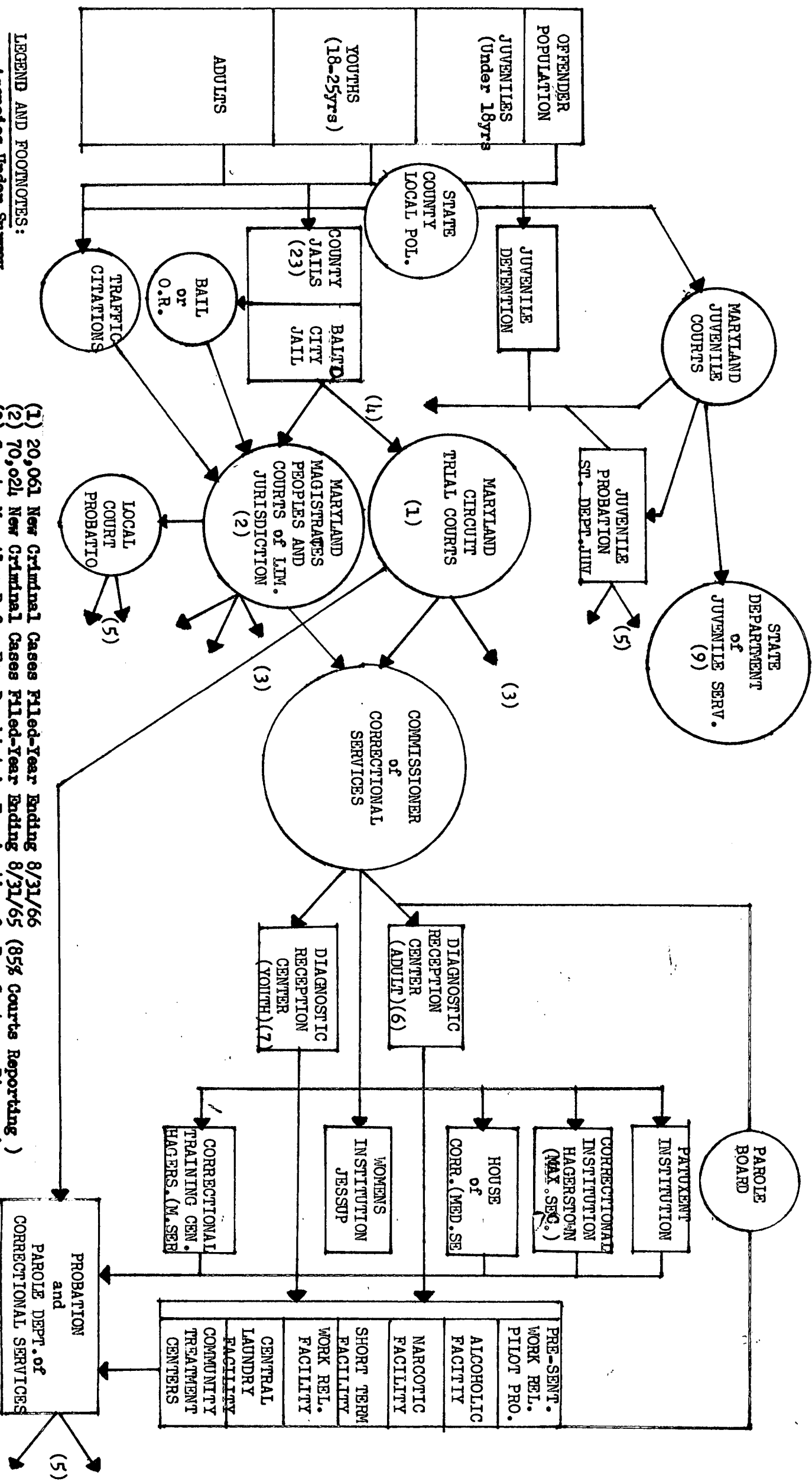


CHART IV.
MARYLAND - PROPOSED ORGANIZATION AND SYSTEM OF CRIMINAL JUSTICE



LEGEND AND FOOTNOTES:

Agencies Under Survey

Movement Of Clients Through System

Line of Jurisdictional Authority

- (1) 20,061 New Criminal Cases Filed-Year Ending 8/31/66
- (2) 70,024 New Criminal Cases Filed-Year Ending 8/31/65 (85% Courts Reporting)
- (3) Courts May Also Refer For Psychiatric Examination Or Pre-Sentence Diagnosis And May Commit To Regional Hospital Of Dept. Of Mental Hygiene.
- (4) Juvenile Court May Waive Jurisdiction For Prosecution In Adult Court.
- (5) Jurisdiction Terminated - Discharge Or New Commitment.
- (6) Penitentiary Converted To Diagnostic Reception Center & Treatment Center.

(7) Located At New Corr.
Trng. Ctr. Hagerstown
(8) Includes Present Camp System
(9) Effective July 1967

IV RECOMMENDATIONS WITH SUPPORT

1. The Maryland State Department of Corrections should be reorganized and renamed the Maryland State Department of Correctional Services.

The new Department should have two large subdivisions each headed by an Assistant Commissioner of Correctional Services: one to manage a Correctional Services Division, the other to manage an Operations Division. Either of these two Assistant Commissioners would act in the absence of the Commissioner thereby giving more flexibility and depth of leadership at the highest levels of management.

It has been demonstrated by experience in government at all levels, and in private industry, that one of the most limiting factors in the ability of an organization to innovate and to achieve increased effectiveness is a top management structure which does not have the flexibility and time for creative planning and contemplative evaluation.

Either of the two Assistant Commissioners would in effect serve as an alter ego of the Commissioner, through whom he should be able to act in virtually all matters. The salary range of both would be identical.

The Administrative Assistant to the Commissioner occupies a specialized position. In essence, he is an aide to the Commissioner handling highly confidential assignments and other work which is important to and close to the responsibilities of the Commissioner. His duties involve interagency relations, community relations, ex officio representation to the Parole Board, Advisory Board and liaison to State Use Industries Board.

A Division of Specialized Services is recommended at the Departmental level directly under the control of the Maryland Commissioner of Correctional Services. Services included in this Division should be planning and research, public information, system investigation and legal consultation. This arrangement gives the Commissioner immediate access to a highly important group of services which are of particular concern to him and which enable him to maintain a balanced operation.

It should be pointed out that the planning and research function included here is concerned with innovation and creativeness in the Department and is a very important mechanism for the development of new programs. This aspect of the research function needs support of the highest level, freedom to be critical as well as objective, and the status to have its findings fully considered in the making of operational policy and procedural or organizational changes.

It is to be noted that under the plan of reorganization the Parole Board is in, but not under, the Maryland Department of Correctional Services. In this arrangement, the Parole Board would not have administrative responsibility for directing probation and parole services. The Board would be free from responsibility of administering the parole staff and could devote its energies to parole hearings and decisions. There should be close and continuous cooperation and dialogue between the Parole Board and the Commissioner of Correctional Services. The Board and the Commissioner should keep one another informed about policy matters and operational problems of mutual concern.

2. All court commitments should be to the Commissioner of Correctional Services.

With the proposed establishment of two diagnostic and reception centers and recommended improvements in classification, it is essential that courts commit to the Commissioner rather than to a specific institution. Under this arrangement, individuals committed are received, diagnosed and classified in keeping with their special treatment needs and placed by the Department in the institution or program which best serves to meet these needs.

"In most jurisdiction, inmates are still committed by the courts directly to a particular institution, for example, to one of the state prisons or the state reformatory. It is far more desirable to provide by law that offenders be committed by the courts to the state correctional system and the custody of the Director or Commissioner of Corrections, or the equivalent official or board. This central authority should then be empowered to determine the institution to which the individual will be committed. Upon the basis of the admission classification study it can be determined to what particular type of program and institution the inmate properly belongs. When this is done, it may be said that the classification procedure in a state or federal correctional system begins when the offender is committed to prison." (MCS pages 354-55)

3. Early production of a series of Departmental operating manuals is recommended. These will provide a uniform system of prisoner classification and will define basic objectives and specific tasks for all other essential functions.

An extremely important aid to staff training and the development of uniformity and standardization in the system is a departmental or operational manual. Such a manual covers all functions and operations of the Department, and serves as a general and specific guide to conduct of all services in the Department. In addition to a Departmental manual there should be operational manuals for each institution. Manuals should stress ethics, philosophy and objectives of the Department and of the particular institution, treatment plans, interviewing and case recording. A good manual of procedure and practice, periodically revised and updated is an indispensable guide to effective operation of the Department and its programs. (MCS pages 160-161)

4. A basic system-wide information center should be established, together with a strong program of evaluation and research.

An effective information system is an extremely important tool of management and is indispensable to good decision making. Development of the system should be based on a thorough study of the information requirements for the management of the system and would include information about personnel,

programs and program results as well as distribution and flow of inmates in the system.

Other areas which need continuous examination include length of stay in the institution and under parole supervision, rates of recidivism, administrative statistics which enable management to forecast prison population, per capita costs for various institutions or groups, staffing requirements, work load studies, per capita costs for various institutions or groups and other information required to establish effective management of day-to-day operations and to develop long range programs for the Department.

Program evaluation research is needed to assess the relative effectiveness of various programs. Information on performance of probationers and parolees is needed as a step toward developing predictive tools or base expectancy tables relative to performance of risks with various offender types as related to sentencing and parole decisions. Evaluative research design should be included in all new programs to assess their relative effectiveness as compared with other programs. Particular emphasis in this effort should be on program planning and development.

Correctional management has a powerful new tool in the use of automatic data processing. With increasing complexity of the correctional system and greater efforts to improve its effectiveness, there will be need for broader scientific technology and applications of electronic information storage and retrieval.

5. A comprehensive study of manpower utilization and space needs should be made.

Following visits to each institution it is apparent that a "space study" is long overdue. Such a study would reveal different and better ways to improve operations and increase efficiency. With a smoother functioning institution, morale would improve and many of the programs recommended in this study could be adopted with little delay and at minimum cost. Periodically, manpower studies should be made by qualified personnel to insure that each employee is gainfully occupied throughout his/her tour of duty and the total organization is functioning as a team.

Also in the interest of effective manpower utilization, attention should be called to the problems of delivering prisoners to institutions outside regular business hours and on weekends, as well as unscheduled requests to produce inmates for court appearances.

Only in the case of inter-institutional transfer should correctional personnel be required to move inmates. To do otherwise disrupts institutional schedules and routines. If present practices continue, budget provisions will need to be made and adequate escort and receiving personnel provided.

Delivery of prisoners at other than regular hours presents the danger of improper identification and processing, to say nothing of the medical hazard.

This survey is not prepared to evaluate the need for additional custodial posts, however it is recommended that as part of the manpower utilization study of the Department there should

be included a post assignment analysis of all custodial posts of each institution in the Department. Central office policy should provide for periodic review of all personnel utilization, manpower needs and standardized staffing patterns for all services.

Space needs are evaluated in terms of projected prisoner population trends and anticipated program changes.

6. There should be regular team inspections and audits of all operational units by central office personnel.

At regular intervals during the year, two or three members of the central office staff, representing different areas of function, should visit the several institutions and inspect operations. This serves to stimulate employees in the field units by making them feel a part of a total operational system, insures accurate communication, and dissipates pressure and misunderstandings before they have a chance to grow.

In addition, it is suggested that central office and field heads meet regularly, selecting a different institution for each meeting. The local warden, in cooperation with the others, should be responsible for drawing up the agenda and serving as chairman of the meeting.

7. Contractual arrangements should be made with a qualified management audit firm for comprehensive review of the State Use Industries program.

The State Use Industry program for the State of Maryland should have definite stated objectives and offer a broad program that reduces idleness and substitutes meaningful productive activity. The objectives should be clearly defined and issued as a policy statement on Departmental level:

1. Training to acquire a skill and affect social adjustment, the capacity and desire to work with others.
2. Relieve idleness.
3. Incentives for diligence, quality performance and self-improvement.
4. Contribute to economy. Industry should be so organized that the work and skills are related to community requirements.

(Reference is made to Volume 1, Dictionary of Occupational Titles, 1965 and the 3rd volume of the Department of Titles available from the Superintendent of Documents, Government Printing Office.)

Shop foremen may well be upgraded in position by acquiring teaching credentials and state certification and encouraged to instruct in related subject areas in the evenings, with provisions for overtime pay. This has the effect of revitalizing the vocational and industrial training aspects of the program, and at the same time provides a method of upgrading salaries through effective use of industrial funds.

It is important that, wherever possible, prison industry equipment be comparable to that found in private industries for: Inmates become accustomed to recognized standards of quality and production volume and inmates acquire training in directly transferable production skills and proficiency that are important to employment placement at the time of their release to the community.

8. It is recommended that field units be funded annually and that collections and other earnings be credited to a revolving or general fund.

The Department of Highways in the Department of Public Works pays at the rate of \$1.00 per hour for each inmate working on their projects. Of this amount all but 25¢ is returned to the State and in turn is deducted from the operating budget of this particular camp unit. Further, allotment for food at the House of Correction is determined by the amount of produce the farm will produce in a given season. The 55¢ per capita food allowance is reduced proportionately. This amounted to a reduction from 55¢ to 47¢ food allowance per man per day.

It is recommended that field units be funded annually and that collections and other earnings be placed in a revolving or general fund. Improvements, recreational equipment, educational supplies, etc. should be financed from this source. (MCS 3874395)

A budgeting practice, such as that found, which relies on credits is difficult to manage and control.

9. A study of farm operations should be made to evaluate training potential and cost of operations.

Many states and the federal system have gradually phased out farming. Studies revealed that these programs often lack vocational training value and that products can be purchased cheaper than they can be grown. The latter can be especially true when all of the overhead costs of salaries, seed, fertilizers, insecticides and pesticides are considered.

Urbanization trends and mechanization of farm operations all but eliminate the need for the traditional farm employee. As a result this area offers very few resources in terms of job placement.

10. The Department should develop a vigorous and resourceful public information program.

This should include full and effective use of all of the mass media. There should be a concerted effort at all levels to interest and solicit the support of important public segments for the programs and operations of the system. The Department should make use of its relationship with the Advisory Board to "take the correctional story" to the community. Information should be compiled through the information system of the Department for dissemination to the public, the Chamber of Commerce, and other civic groups, service clubs and public and private agencies.

It is urged that the Department use ad hoc citizen committees appointed by the Commissioner as a technique for solving specific problems. Ad hoc committees have considerable value in specific problem areas once the problem has been dealt with and disposed of, the committee can be dispersed.

Public information is a highly important function in the correctional system and for that reason requires centralized responsibility at the top administrative level of the Department. In the proposed organization it has been suggested that this function be incorporated in a special Division of Executive Services directly under control of the Commissioner. As a basic policy, all releases should be cleared through the Commissioner or his delegated representative. Policy and procedural guides should be issued covering those authorized to make news releases on policy items, spot news, and the procedures of approving books or articles and speeches by employees.

11. Probation and parole services should be integrated with the proposed Department of Correctional Services as a function of the Division of Operations.

Existing services, both institutional and probation and parole are poorly developed, fragmented, and lacking in effective integration with the total correctional process.

There is an absence of coordinated functioning of the field services in relation to institutional programs. Fragmentation has resulted in uneven development of services, inefficient utilization of staff and has contributed to the accumulation of a substantial backlog of individuals who otherwise might well have been siphoned off through probation or released earlier on parole.

In the report of the Legislative Council Committee on Prison Administration of November 22, 1966, a statement by the present Director of the Maryland State Department of Parole and Probation indicates that with additional parole agents available for supervision it would be possible to parole a substantially

larger number of inmates than are paroled at the present time. It was estimated in this statement that there were presently 2,000 potential parolees in the Maryland institutions or approximately 40 percent of the present institutional population. This statement was later qualified to an estimated 1,000 cases of potential parolees and probationers. It was further noted in this report that 2,756 prisoners were released upon expiration of sentence during the fiscal year 1965. A minimum of 800 of this number and possibly more, could have been paroled, with more extensive staffing and assistance from the state probation and parole department. (Committee on Prison Administration, Report of the Legislative Council Committee on Prison Administration, November 22, 1966, page 7.)

An important aspect of coordination of a state's correctional services is the need for close administrative coordination of parole and institutional services. (MCS page 35)

12. In the Department's long range planning, consideration should be given the eventual integration of the Patuxent Institution and the newly created State Department of Juvenile Services into a consolidated correctional system. Such a system should have strong governmental support and leadership at the cabinet level.

There is a definite trend in corrections toward consolidation of services. This is in recognition of the inter-relatedness of the component parts of the correctional system and possible impact of a disfunctional part on the effectiveness of the whole. All functions and programs must be kept in balance and are integral and essentially inseparable from the total system:

"There is a growing acceptance of the principle that the adult offender should be dealt with most effectively in a continuous, coordinated and integrated correctional process, and that he should not be dealt with successively by independent and loosely coordinated services, each of which frequently pays little attention to what the others have done or may later do. The compartmented approach often involves the same questions and examinations over and over again. The repeated use of methods that have already been tried and failed tends to increase the bewilderment of offenders, especially the younger and less sophisticated ones, and to create distrust of correctional agencies and contempt for law enforcement in general. It is recognized, moreover, that responsibility for failure is difficult to fix when the offender has been dealt with by a series of independent agencies and services whose scope has not been clearly defined and whose efforts have frequently overlapped and conflicted. There is usually a higher degree of coordination among the agencies and services dealing with juvenile delinquents than among those dealing with adult offenders." (MCS p. 31)

13. Personnel standards should be revised and competitive recruitment and selection process under the State Department of Personnel should be put into effect for all employees except the Commissioner.

Recruitment policies in the Department should include distribution of descriptive brochures on correctional positions and career opportunities. Effective liaison should be established with colleges with speakers and tours of correctional facilities to stimulate interest in correctional careers. Graduate internship

programs should be fully utilized with encouragement and emphasis on inter-disciplinary training. A strong program of performance evaluation and incentive awards is needed.

Every effort should be made to recruit the best and most qualified personnel on a state or nationwide basis. A broad recruitment base is necessary together with a vigorous and comprehensive in-service training and staff development program to provide strong and effective leadership and management for the Department and insure the efficient and effective operation of the Department in all of its programs.

14. A training center for personnel should be established at the new Hagerstown Institution. This center would also conduct staff development programs and refresher institutes for Department personnel.

It should be noted that the Department presently has no in-service training or on-going staff development program. Introduction and familiarization of new employees is accomplished only through a limited, basic orientation period at each institution. There is no attempt to relate the tasks of new personnel to the objectives and purposes of the total correctional system. The training staff, based at a centralized personnel training academy, should have the unqualified support of top management and an appropriate overtime pay budget to relieve employees of assignments which cannot be left uncovered. In cooperation with supervisory and executive operations personnel, the training staff should develop a plan encompassing orientation training, supplemental in-service training, and advanced training in management and program development. Exchange programs should be developed which would

promote development of broader knowledge of the tasks involved in both institutional services and field services divisions.

A special program of developmental grants to state correctional systems was announced by the U. S. Department of Justice in September, 1966. (U. S. Department of Justice, Office of Law Enforcement Assistance, Guidelines: Planning and Development Grants for Statewide In-service Training Programs for Correctional Personnel, 1966.) Grants are available for development and improvement of in-service training for state correctional personnel who are primarily concerned with adult offenders. Emphasis is placed on new and experimental approaches to training of all levels of correctional staff. Collaboration with a university or college is required and the project director must, wherever technically feasible, hold a joint appointment within both the university or college and the state correctional system. Grants are made in two stages with \$15,000 available for the developmental phase. The operational stage of the project will be funded up to \$30,000. for one calendar year. Some local funds are required but not on a matching basis.

This program lends itself ideally to the development of a comprehensive program of in-service training and staff development of the State of Maryland.

Another effective technique of developing staff versatility and team work is to reassign selected personnel on a regulated schedule. Such a plan need not be limited to correctional officers or to institutions alone. It can become a means of promoting qualified personnel throughout the system.

The Department should provide other self-improvement opportunities for correctional officers and professional staff. Such programs already are in wide use in governmental agencies and private industry. The New York State Board of Parole, as an example, currently awards sixty scholarships per year to its employees. A similar program in the Maryland Department of Corrections might well be considered and effective liaisons established with junior colleges and universities. (MCS p. 185).

15. Adequate psychiatric, psychological and social work staffing should be provided each institution.

Psychologists should be qualified in accordance with state certification requirements. Responsibilities of psychological staff include diagnostic testing, group and individual testing and staff training. (MCS p. 571).

Psychiatrists should be certified by the State Medical Association. Duties of psychiatric staff include diagnosis, evaluation, individual and group therapy and establishment and control of medication used in the treatment of emotional disorders. (MCS p. 571).

Social Work Services. Full time social workers are a necessity. There are many ways in which a competent, well trained and/or experienced social worker is important to the total program. A good case history is the basic tool for proper initial classification. Good case history notes are the basic tool for reviewing reclassification, release planning and ultimately release decisions. Beyond this, the worker's contacts with individuals in the assigned case load contribute in myriad ways to the goal of improved individual adjustment regarding personal problems, relationship with peers and staff, institutional programs and community problems.

These often bring the inmate into a deeper involvement in a treatment relationship with the worker or with members of other disciplines.

The number of social workers on the staff will vary with the size and function of the institution. It is recommended, however, that consideration be given to establishing a social work unit composed of those with differing levels of training and experience. A graduate psychiatric social worker should be a member of the unit to work with the most deeply disturbed and to carry a small intensive case load. Care should always be taken not to burden the high-skilled worker with tasks which can be performed by the well-oriented, but less-trained and experienced worker. Case loads for all social workers should not be so large that needed casework services cannot be adequately given and under no circumstances should the case load exceed 40 inmates.

16. Relignment of existing institutions:

Penitentiary -- Reception, Diagnostic, Medical (system),
Community Treatment Center for Adults
(Male)

House of Correction (Correctional Institution - Jessup) --
Continue as medium custody unit

Correctional Institution for Women -- Continue

Correctional Institution - Hagerstown -- Consider
advisability of converting to
maximum security facility

Correctional Training Center - Hagerstown -- Reception-
diagnostic center. Youth (Male),
intensified training program

Community Based Unit - Hagerstown -- Community oriented
programs. (Pre-release, work furlough,
education, vocational training, etc.)
-- Training Academy (employee)
Indoctrination; Orientation, Self-
Improvement

Field Units (Camps) -- Specialized Community Oriented
Programs

Alcoholic	*	*
Narcotic (No traffic)		*
Work-release		

The present Penitentiary buildings should be Reception, Diagnostic, Medical, and a Community Treatment Center. Conversion of the present Maryland Correctional Institution at Hagerstown to a penitentiary will require perimeter enclosure, towers, and a fence separating the industrial area from the housing. Functional realignment and repairs internally are necessary. The House of Correction at Jessup will remain a medium security institution. The Correctional Training Center is scheduled for operation in February 1967.

The pre-release and work-release units at the Hagerstown complex should be combined and operated as a pilot demonstration project. This project will serve to demonstrate the effectiveness of community-based programs and pave the way for expanding community correctional programs, based in community treatment centers and correctional field units throughout the State.

Increasing community involvement gives rise to the advisability of building a new institution to replace the penitentiary. As the population is reduced it is believed the Correctional Institution at Hagerstown could be adapted to use as a penitentiary.

*until provision made by State Department of Mental
Hygiene for medical care

17. Two reception and diagnostic centers should be established for receiving, evaluating and classifying adult and youthful offenders.

As a result of establishment of diagnostic and reception centers for improved classification and as the treatment staff, both within the institutions and in the field, is increased and upgraded, there will be relatively less need for incarceration under secure custody conditions and more need for a wide variety of community-based programs, open or minimum security facilities strategically located near or in the areas from which the vast majority of the offenders come.

Diagnostic and reception centers are important facilities in the reorganizational plan proposed. It is recommended that offenders previously committed to specific institutions be committed hereafter to the Commissioner. The Commissioner will designate the reception center for study and classification with the objectives of determining the programs of treatment and training best suited to the individual's needs, and institution to which he will later be transferred. Reception center programs have the advantage of providing for careful study by competent professional staff at the time of commitment to the correctional system. Further advantage is provided by segregation and orientation of the offender based on scientific methods and permitting greater specialization of institutional programs. The reception center is not encumbered by many of the distracting elements involved in the usual institutional administration and operation. It can therefore concentrate on the central problems of inmates and the types of treatment needed. Such study will reveal the need for additional specialized institutions

not provided for in the state system and also the need for additional or improved treatment facilities in existing institutions.

The reception centers might also be used by the court for pre-sentence diagnostic studies in those instances which require study under condition of secure custody.

18. The present camps of the Department of Corrections should be considered as special units with specialized programming to meet the needs of particular groups of inmates.

Camp facilities should be set aside to house the alcoholic and narcotic offender and special programs designed to deal with the problems of these specialized groups. Looking to the future, the State should provide leadership in the development of a broad-based community correctional program with a diversified system of field units to be used in programming for the short term offender, specialized facilities and programs for alcoholics and narcotics addicts, and more extensive use of work-release programs. These community based units would also include the present camp system which would be redesignated as field service units with specialized differential programs. All field units and community centers should have access to the full range of supportive services to include education, counseling and recreation. It is highly important that the field service units maintain a continuity of programs and supportive services which begin within the institution and that full utilization be made of the resources available in the community for the resocialization of the offender.

19. Disciplinary practices throughout the system should be reviewed.

"The exercise of disciplinary authority is so vital to administration of institutions, both from the standpoint of public relations and treatment of inmates, that the types of disciplinary measures authorized should be established and strictly controlled by the central office or governing board of the state correctional system." (MCS p. 411)

According to the manual of correctional standards the withholding of food as a disciplinary measure for inmates is not in the best interests of the treatment program. The procedure covering volume and distribution of food to segregated inmates should be clearly stated and enforced. Inmates who have been segregated may be on a full regular diet but calorie content reduced in view of inactivity. (MCS p. 455)

The exercise of disciplinary measures is important to the total treatment program. There must be provision for regular review of the cases of individuals in segregation status. Such review will largely determine their eligibility for return to the general population. Where confinement extends over a long period of time, particularly for administrative reasons, the individuals should be under close observation.

Disciplinary boards are an important correlary to the full classification committee. Membership on these boards must include treatment staff. All disciplinary actions must be conveyed to the classification committee for appropriate acknowledgment and record. Consistent with the team approach, this arrangement ensures

continuity in programming. Moreover, the inmate remains on the program course as planned, unless disciplinary action indicates differently. Specific operative policies must be issued covering report writing, and record keeping. It is recommended that a distinction be made between minor and major misconduct. Minor misconducts can be disposed of by the unit or supervising officer within the framework of delegated instructions. Only the major and serious misconducts need go before the formal disciplinary board. Minor infractions which are handled in the field are noted on the quarters control card. (MCS p. 410)

20. The unusually large number of misdemeanants in major correctional institutions should be reduced as rapidly as possible by increased use of probation and placement in other facilities.

The present institutional services and programs are seriously impaired in their functioning by cluttering with misdemeanor offenders. As a general proposition, non-support and domestic offenders are committed to the House of Correction when they are sentenced to periods of three months or more.

Misdemeanant offenders, typically, and particularly the non-support domestic offender group, do not pose a threat to the community. The dilemma for the correctional system is that they are sentenced primarily as punishment while the community bears the expense of institutional care as well as the burden of public assistance to the families involved.

This is a tremendously costly procedure in addition to contributing to the overcrowding and congestion in the institutions.

A more effective use of pre-sentence investigation and

expanded use of probation with the misdemeanor group is required. Institutional services, when necessary, should be short term and based on differential programming. The short term sentencing of this group requires intensive specialized treatment and separate physical facilities to avoid mingling with more sophisticated and more serious offenders. More effective programming should include expanded use of work-release and development of specialized programs in community centers and camp facilities. These programs should aim toward retaining the individual at his job and in contact with family while providing a supervised community program which would allow him to support his family and "pay his own way."

In the State of Maryland there is a ratio of 150 inmates confined in state institutions per 100,000 population. When compared with the national average of 101, it is apparent that Maryland's prison population is decidedly excessive. This reflects inadequate selection, screening and classification in all stages of the correctional process.

21. Serious consideration should be given the establishment of specialized services and facilities for the older recalcitrant juvenile offender, either within the structure of the new Department of Juvenile Services or within the institutional system for adults.

While the present Study does not encompass juvenile services, it is noted that there are substantial numbers of juveniles in the adult system. There are also indications that the number in this age group is steadily increasing. The large number of juveniles presently in the system results from the need

for more secure institutional facilities for the more sophisticated, aggressive and acting-out youth.

At present, older aggressive juveniles who become management problems in state training schools are frequently returned to court with new charges arising out of behavior difficulties in the institution or resulting from their absconding from the school which offers very little in the way of control. New charges often result in waiver of jurisdiction by the Juvenile Court with ultimate commitment to the Correctional Institution at Hagerstown. The program of this institution is geared to the youthful offender (ages 18-25) and makes programming difficult for the juveniles (ages 15-18)

22. Vocational training opportunities should be increased to enable more inmates to acquire a saleable skill prior to release.

One of the most significant challenges of this decade in corrections has evolved around recognition of the importance of vocational training and rehabilitation in the correctional process. Particularly important in this regard is the stimulus provided by Federal Legislation and support in the area of development of training programs for public offenders. Provisions of the Manpower Development and Training Act of 1962, as amended, extended the Federal government's interest in manpower employment and training problems of various disadvantaged worker groups to include study and development of training programs for those confined in correctional institutions. The U. S. Department of Labor, Manpower Administration, as part of the Manpower Research Program,

made a study of the special training needs of inmates in correctional institutions. This study published in 1965 identifies and describes the characteristics of prison populations and the problems they face in their post-release adjustment to society. The following quote from this study is of special significance:

"Most offenders, when they enter penal institutions, have little training or occupational skills. Many of them have had unstable employment experiences. long periods of unemployment, and have poor attitudes toward work. Unfortunately, they generally leave prisons with little or no improvement in either their work skills or work attitudes.

"The releasee who enters or re-enters the labor force today is handicapped by his penal record as well as his lack of skills. This additional burden makes it particularly difficult for him to find a job in an economy in which opportunities for the inadequately educated and trained are often scarce. His lack of education and low vocational skills undoubtedly contribute to his inability to adjust to the world of work, and are apparently significant factors in his high rate of return (recidivism) to correctional institutions. At least one-third of all releasees from Federal and state correctional institutions return as prisoners." (U.S. Department of Labor, Manpower Administration, Training Needs in Correctional Institutions, Bulletin #8, September 1965, p. 1)

The vocational training program at the Correctional Training Center - Hagerstown is a real step forward for the Department and should be extended to other institutions. This program, jointly undertaken by the Department and the State Division of Vocational Rehabilitation, provides an excellent combination of services including: vocational training (classroom instruction and on-the-job- training) counseling and placement services.

Maryland should consider further development of its vocational training programs through application for funds to conduct an experimental and demonstration project in correctional vocational training. Two experimental and demonstration projects, jointly funded by the U.S. Department of Health Education and Welfare are presently in operation at the Lorton Youth Center, Lorton, Virginia and Draper Correctional Center, Elmore, Alabama.

23. Present institutional classification and programming should be reorganized to include administrative-treatment units.

This concept involves establishing what is commonly referred to as "program administrative units." Small inmate populations (300 to 600) require a unit headed by a program administrator who supervises all custodial and counseling staff assigned to the unit. It is imperative that counseling services be provided at the recommended minimum standard of one counselor to 150 inmates. (MCS p. 424) This standard is applicable to the average institution. At the Correctional Treatment Center -- Hagerstown -- it is recommended that the staffing ratio be lower, one counselor to each 75 inmates.

Whether or not the classification "team" approach is adopted, effective counseling and program planning in the institutions will require the counselor's staffing ratio indicated. With this staffing it is expected that counselors will participate in all classification and disciplinary activities regarding inmates on their assigned caseloads. They will conduct pre-parole training

and prepare the parole release plan for referral to the field services division for investigation and evaluation. The diagnostic and program plan for each offender will become the responsibility of the receiving institution in contrast to reception-diagnostic unit and this responsibility lies with the program unit counselor (classification and parole officer.)

It has been demonstrated that it is difficult to provide close treatment support for offenders using the unit classification approach. Rather, it has been found that it is more effective to organize the custodial and treatment program around two 400-600 inmates groups with each unit under the direction of a program manager. Supportive custodial and treatment personnel under this type of organization provide team treatment on an around-the-clock basis for the supervision and treatment of each group of inmates.

The program manager concept has the advantage of combining custodial and treatment administration under the direction of a single administrator and at the same time providing better coordination and integration of all functions.

During the survey of the Maryland system it was noted that there were aspects of implementation of the "treatment team" concept in use in the program of the Patuxent Institution.

Little can be done to implement this treatment team concept unless classification and parole officer caseloads are reduced to the recommended level.

Need will arise to supplement existing staffing in order to provide each program unit with an administrator, a senior level

classification and parole officer, a lieutenant for days with full relief, and a sergeant for second and third shifts with relief. Whether these new positions can be established by reassigning existing positions can be determined only after study of each institution's organization and staffing plan.

The problem of assisting the inmate in the development of self control while exercising external control is not easily resolved. Without an effective plan, the development of personal controls is negated by the presence of relatively extreme external controls which must exist in prison. In the evolution of the correctional program certain things were learned.

1. The correctional officer staff, even without formal casework training, could be trained to function effectively in counseling inmates.

2. It may be safely surmised that institutions could never provide sufficient professionally qualified casework staff to provide for all inmate counseling needs.

3. Those having the greatest impact on change of attitude and development of responsible behavior by the inmate were the people in most constant contact with him specifically correctional officers in the housing units, work supervisors and instructors.

4. The professional, non-custodial staff must share in the responsibility for maintaining custodial controls in the institution.

5. Food, clothing, laundry, bedding and housekeeping services also have an important relationship to the total effective operation of developing controls of both types.

Providing for the management requirements and needs of inmates in institutions in the most effective and efficient manner evolved rather logically to the division of the institution into smaller, manageable units. Each of these units is under the direction of a program administrator who is responsible for the various custodial and casework staff components and for their organization into a coordinated team. Under this system, the program administrator is responsible for and can participate actively in classification and disciplinary processes. The unit organization allows much greater flow of communication between inmates and staff and to and from the more accessible program administrator. The accessibility of this administrator to both staff and inmates is one of the most important facets of the program unit concept.

A second type of evolution observed in the correctional institution sub-system relates to the change in the manner of controlling inmates. Initially, control of inmates was maintained mainly by force of external controls: The use of armed towers and cat-walks with armed officers. The correctional officer maintained control by the use of a night-stick and the authority of his uniform and badge. We have learned, both in and out of penal institutions, that authority and discipline can be more effectively maintained, and at less cost, with effective supervisory techniques, with resort to threats of external force used only rarely.

The next step in this evolution was the recognition that inmates as individuals and as groups had much ability to exert

control over themselves, and that this ability of self-control could be developed. In order to achieve most effectively the progression from external to internal controls on the part of the inmates, a well-trained, unified and consistent staff is essential. Sociological studies have indicated clearly that one of the major difficulties in the traditional prison organization was the ability of inmates to manipulate staff by playing one organizational unit against another. This elementary principle is the same one used by children, who can be successful in playing one parent against the other. Emotionally healthy children come from homes where the parents work together and are flexible but consistent in their guidance of the children. This is also, therefore, the basis for the need for a unified staff team approach to work more consistently toward the basic mutual goals.

In summary, the program unit provides for a unified correctional team, which eliminates many of the opposing objectives of security and treatment. It also provides the framework for division of large, unwieldy, overpopulated institutions into more manageably-sized units. The objective of the program unit is, therefore, to create an organization with a high level of efficiency and effectiveness in:

1. Overall security
2. Development of more comprehensive and evaluating information about inmates and communicating this to the proper authority
3. Establishment and maintenance of good inmate morales -- to give all who desire it, a realistic sense of security in the pursuit of their rehabilitation programs and rejection of the inmate culture.

4. Improving programs in rehabilitation involving both changes in attitude and behavior and the development of appropriate skills for employment.
5. Utilizing inmate manpower to meet critical production requirements both in institutional operations and in industries.

The improved organization structure and operational plan also can result in improved staff morale with motivation to be understanding toward and helpful to inmates. It can bring about improved staff teamwork, particularly among positions operating at the inmate level. There can be achieved greater stability of assignments, housing and staff-inmate relationships.

The study of Maryland institutions has disclosed the classification committees in the institution are permitted to reduce custody from maximum to medium, but that to further reduce custody to minimum, referral must be made to the central office for final approval. This responsibility should be delegated to the line classification employee. If the central or base file is complete with various progress reports, certainly he is in the best position to make this determination.

The correctional administration should review this program with the view of establishing community based goals using the furlough program as a bridge. Such a program to be considered at initial classification.

Study of the present system indicates that pre-sentence investigations are few in numbers -- possibly 10 to 20 percent of the cases. In many jurisdictions, there is a complete absence of any pre-sentence investigation. It is generally recognized and supported that the pre-sentence investigation is an important, and

in fact, indispensable tool of the court in making intelligent disposition as well as providing the instrument for an effective classification and treatment program whether probation or institutional.

It was noted that, at the present time, the judiciary may change or reconsider sentence imposed anytime within a ninety-day period. One of the institutions in the Maryland system has an average of three (3) inmates per month who are returned to court for reconsideration with sentences being adjusted so that they are not returned to the institution. It should be noted here that the present basis for the reconsideration of sentencing is a post-commitment investigation. This, obviously, underscores the importance and the need for good pre-sentence reporting in each case. The impact of this situation on the correctional system is obvious, in that it disrupts programming in institutions and incurs a tremendous cost in terms of personnel required for classification and programming, as well as the cost involved in maintaining the individual in the institution. In most instances an adequate pre-sentence investigation would have indicated that these offenders were not candidates for the institution, but could be handled in the community under suspension of sentence or with probation supervision.

The pre-sentence investigation is the basic document which is built upon in the admission stages, classification, re-classification, and institutional progress reports. As a composite, and part of the case file, these reports act as an important device in determining programs and in pre-release and post-release planning for the offender. It should be noted that

this is not to imply that corrections take over the sentencing authority. Rather, the pre-sentence investigation should be regarded as a tool of the court or a service to the court that does not in any way usurp the sentencing powers of the judiciary.

24. Increasing attention should be directed toward the establishment of more community-based programs and toward the stimulation of community involvement in correctional processes.

Emphasis should be placed on identifying the needs of the offender and implementing a program to meet these needs. Efforts should be directed towards the community to provide education, vocational training and other meaningful activities. Community treatment centers should be provided to allow a smoother transition into the life of the community.

Increasingly in the future, institutional commitment will prepare individuals for community centered programs. The Maryland Department of Correction should begin to tool-up at an early date for providing a broad system of community based programs which would meet the needs of the offender. Planning this type of program will encourage the availability of community facilities and resources. Such a program will also serve to increasingly develop an awareness on the part of the public of the needs and problems of the offender and stimulate community support for a more diversified and comprehensive correctional system.

The Department should take the leadership in stimulating and cultivating further the development of existing services in the community and where possible, the involvement of trade advisory boards.

The relative success of correctional training programs of the future will be directly related to efforts made to utilize more effectively the supportive services and training resources of the community. While an imaginative, productive and vital treatment and training program is extremely important within the institution, community based programs will provide the crucial thrust of the future in the development of a dynamic correctional system. One of the most important trends recently has been the development of what is called the "Community Treatment Center." Research and demonstration projects particularly in the field of mental health and mental retardation, have shown that individuals respond more quickly and with much more lasting effect if treatment can be provided in the community.

Corrections has been rather cautious to try this approach, perhaps slowed somewhat by the feeling of many in the community that a certain amount of punishment must be involved in the control of offenders. Punishment, unfortunately, is often equated with imprisonment. The gradual emergence, however, of work-release programs, increased use of probation and parole and the creation of out-patient clinics for pre-psychotics, narcotics users and alcoholics have demonstrated the merits of treatment in the community rather than in the institution.

Corrections has adopted from the mental health field the very successful use of the therapeutic community concept. An extension and extremely important aspect of this concept is the planned use of persons and experiences in the outside world as part of the treatment process.

The difficult and perplexing problems and adjustments inherent in a man's transition from the controlled, dependent environment of a correctional institutional to the free community have been well documented in the literature. While the importance of tapering off institutionalization or preparing and assessing an inmate's readiness for life in the community, such as in the work-furlough and work-release programs, is generally accepted theoretically among correctional administrators, any practical application has seemed to threaten them.

Corrections, challenged by the national mandate for more effective programs yet retarded in effectiveness by resistance to change, can no longer afford complacency and defensiveness. Bold, innovative approaches are essential to correctional progress.

25. It is recommended that the studies of the recently appointed Law Revision Commission be expedited.

Revisions to the existing code are much needed and the American Correctional Association would lend its support to this effort. In terms of cost, treatment of the offender, and protection of the public, the penal code and sentencing policy have much to do with the efficiency of the entire correctional process.

It should be noted that a number of states have recently undertaken major revisions in sentencing policies and penal code. In November, 1966, a Federal Commission charged with responsibility of making revisions in the Federal Sentencing Policies and the Federal Penal Code was activated. Model acts for the revision of the penal code and sentencing policies are

available through publications of the American Law Institute and the Sentencing Standards of the National Council on Crime and Delinquency.

A large number of specific recommendations can be made with respect to sentencing policies and practices. More fundamental, however, is the need to provide the courts and parole boards with greater sentencing latitude which would exist under the Model Penal Code (American Law Institute). Other legal authority also should be provided to facilitate diversity and flexibility in the movement, training and supervision of inmates, probationers and parolees.

The law revision study should also consider establishment of a corrections code or act. Early in 1966, the Committee on Standard Act or State Correctional Services of the National Council on Crime and Delinquency and the American Correctional Association published its report on a Model Act for a state department of correction.* Article one of the proposed Act states in part: "The Purpose of this Act is to establish an agency of state government for the custody, study, care, discipline, training and treatment of persons in the correctional and detention institutions and for the study, training and treatment of persons under the supervision of other correctional services of the state."

Those responsible for the drafting of this Model Act recognized that proper supervision, control and treatment of an

*Committee on Standards for State Correctional Services of the National Council on Crime and Delinquency and the American Correctional Association, Standard Act for State Correctional Services, National Council on Crime and Delinquency, 1966.

offender extend beyond the period of incarceration in a correctional institution. The time spent on parole, therefore, is not only an extension of programs begun in institutions, but also the period in which the offender assumes much greater responsibility for making decisions for his conduct. In order to cover as many as possible of the variations found among the states, several alternatives are suggested for the administrative functions of the proposed Model Act. In all of them, however, there is a provision for institutional and parole services to be combined in a single unit as an important adjunct to the development of a balanced correctional system.

26. It is recommended that judicial sentencing institutes be held periodically.

Sentencing institutes take account of the problem of disparity of sentencing, but they also deal with issues which revolve around sentencing objectives, principles and guides and direct attention to the capacities and limitations of correctional agencies.

To illustrate: the Judicial Conference of the United States has conducted ten regional sentencing institutes for Federal judges in recent years. These institutes, four of which have been held at Federal correctional institutions, have brought together over 250 judges, correctional officials, law professors, psychiatrists and others with interest and knowledge of various aspects of the administration of criminal justice. The institutes are workshop sessions in which philosophies and principles of sentencing are discussed, actual inmate classification committee meetings and

Parole Board hearings are often conducted, and laboratory exercises are held in sentencing problems of a variety of difficult cases.

Many of the values of these institutes are intangible and cannot be documented, such as increased cooperation and communication between judges and correctional agencies. That the institutes have increased judges' awareness and use of the many sentencing options available to them is evident. The printed proceedings become an active handbook for events in the treatment of offenders.

27. Legislative authority for the work-release program should be amended to allow greater flexibility in its administration.

Work-release should be initiated as a result of programming by the classification committee. Planning for an offender's programming in work-release should begin at the time of admission at the reception and diagnostic center. Work-release is a framework around which institution programs are integrated. It is not a "special project" on the departmental level but the outgrowth of realistic total correctional programming.

Moreover, it is not in keeping with modern penal practice that inmates be "farmed out" to private and governmental enterprise at a wage of 20 to 25 cents per day. When they are used by the state, local agency, school and the farmer they are to be paid not less than the prevailing wage commensurate with their labor.

The inmate should be required to pay room and board.

Work release programs should not be confused with other prison labor and work programs, such as work details in public works, reforestation and farm labor. Work release is a program which permits carefully selected prisoners to work during the day at jobs in the community, frequently those they held before being committed. They return to the institution at night. The employer deposits regular wages with the authorities, and a charge is made against them for the prisoners' room and board. If his family is receiving public assistance, all or part of the costs are charged against the inmates' account.

Work release presently authorized under Maryland law should be amended to allow more flexibility in the administration of the program by the Department of Corrections. Work release programming should be based on the needs and abilities of the inmate and should extend to release for participation in educational and training programs in the community.

Work release programs have proven their value both as a rehabilitative tool and as a tax-saving correctional program. Work release began with the "Huber Plan" in Wisconsin in 1913. Today 51 of Wisconsin's 71 counties use work release. Other states which have work release legislation include: Idaho, Illinois, California, Indiana, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nevada, North Carolina, North Dakota, Oregon, Pennsylvania, Virginia, Washington, West Virginia and Wyoming.

In 1965, the Federal Government enacted work release legislation which is regarded by many authorities as the most advanced law, in this area, in the nation. One significant aspect

of this Federal legislation (The Prisoner Rehabilitation Act of 1965) is the provision for release to schools or training and a 30-day furlough in which the prisoner may locate a job.

Work release is no panacea and is not to be viewed as an alternative or substitute for probation and parole services. Definite guidelines and policies and careful selection of participants are required if improprieties and misuse of the program are to be avoided.

At the same time, work release is a time-tested, tax-saving program, useful in preserving marriages, keeping families intact and preserving and promoting occupational careers.

28. Statutory provisions for the handling of mentally ill and mentally deficient inmates should be amended to remove the restrictions with reference to specific institutions.

This statute, Article 59, section 43 of the Annotated Code of Maryland, provides that "whenever the Board of Correction may deem it necessary, it may request the Department of Mental Hygiene to examine and pass upon the mental condition of convicts confined in the Penitentiary or House of Correction; and if the convict or convicts so examined be adjudged insane or feeble-minded by the Department and the removal of such convict or convicts be deemed advisable, the Department shall order the Board of Correction to remove the insane or feeble-minded convict or convicts to some insane asylum within the state to be designated in such order of removal."

It is urged that this statute be revised or amended to extend this responsibility of the Department of Corrections to any

offender committed to its care regardless of institution. It will be noted the Women's Correctional Institution and the Institutions at Hagerstown have been omitted.

29. A closer working relationship between the Department of Corrections and the Attorney General's Office should be developed to insure continuous availability of essential legal services.

As a part of its duties, in relation to the Department of Corrections, the Attorney General's Office handles all suits against officials by inmates. In addition, one staff member is designated by the Attorney General to handle all other matters relating to the Department of Corrections. The assigned Legal Officer handles habeas corpus actions and other post-conviction litigation and is available within "a reasonable period of time to consult on matters of policy which require legal interpretations." While presently, there is no participation by the Legal Officer in the staff development and training program of the Department of Corrections, there is interest and receptivity on the part of the Attorney General's staff to future participation in this aspect of the Department's operations.

Although the workload of the Department at present would not justify full-time legal counsel as a part of the Department staff, legal consultation will become increasingly important in staff training and development and other aspects of the total program, including the development of policies and procedures which give direction to the operation of the Department and its services.

IV DEPARTMENT

A. Description

An Advisory Board of outstanding citizens can be most helpful to the effective administration of an increasingly complex correctional system. As Board members become knowledgeable of correctional problems and programs, they can be of great assistance to the Commissioner in the formulation of sound policies by applying their business and professional skills to major correctional issues. Similar Board assistance can be furnished the Parole Board. An Advisory Board is in a particularly advantageous position to interpret Departmental objectives, policies, and programs to the public and to enlist essential public support for them.

In the organization of the proposed Department of Correctional Services the Advisory Board should include representation from business, industry, the professions, education and religion. The Advisory Board should be available to the Commissioner and to the Parole Board to provide needed guidance in program development and long-range planning.

Top staff at the institutional level are enthusiastic and energetic. At each institution, and in the headquarters office, there is an awareness of problems and needs and in most instances some degree of planning to cope with them has taken place. Many programs have either been started recently or are in final planning stages. Developmental efforts in a number of operational areas have been

started in the past few months.

Middle management is characterized by considerable unevenness of ability. Many of intermediate rank, some with substantial seniority, are enthusiastically and capably developing their areas of activity in accordance with modern correctional standards as they understand them. They are working against extreme handicaps of limited staff resources and little or no personal training. Some employees are finding it difficult to make the transition from certain out-moded practices to new operational techniques and concepts. This problem is typical of any correctional system in transition and eventually it will be resolved. There appear to be many capable employees at subordinate levels who, with proper development and training, could become effective managers in the future.

The small size of the headquarters staff has limited the amount of detailed direction and coordination that should be applied to the relatively independent efforts of institutional managers. Only recently have there been department-wide meetings of staff performing similar functions, other than at the Wardens level. There have been too many areas to develop, too many pressing problems, to allow close guidance of the institutions other than in general policy matters.

Recruitment for all types of positions has been a major problem, with 138 vacancies out of a total of 1274 employees, exclusive of state-use industries and the new

institution at Hagerstown.

B. Recommendations

1. Every effort should be made by legislation and budgetary provision to expedite presently planned construction.
2. Early establishment of functioning, permanent Departmental committees.
3. Early appointment of a series of Departmental Task Forces.
4. Review of inmate food allowances and establishment of a food budgeting system that adjusts to fluctuating cost and population change.
5. Establishment of an institutional Business Manager position at each major facility.
6. Inter-institutional transfer of inmates should be effected by Departmental policies and guidelines.
7. Highest priority is assigned to upgrading the correctional classification series.
8. Need for Group Dynamics and Group Counseling should be met.
9. Increase orientation programming and pre-release instructions should be provided.
10. Formal vocational education and training should be up-graded and greatly expanded.
11. Eliminate inmate teachers except as assistants.

C. Recommendations with Support

1. Every effort should be made by legislation and budgetary provision to expedite presently planned construction.

As early completion as possible of the projected facility for the management and programming of difficult and/or long-term inmates now housed at the Maryland Penitentiary should be assured.

As an alternate to present plans and with the anticipated reduction of the total population throughout the system, the present facility at Hagerstown, Maryland Correctional Institution, with perimeter fencing could serve as the penitentiary.

Modification of the present Maryland Penitentiary into a receiving and diagnostic center for adults (male) and a departmental medical and community treatment center should be expedited.

Construction of a camp or minimum custody facility or designation of existing facilities for the management and programming of short-term minor offenders, alcoholics and narcotics addicts, now housed at the Maryland House of Correction is badly needed.

An alternate recommendation is to explore legislative means whereby local handling of such cases might be encouraged: i. e., State and probation grants and jail subsidies or State Departmental operated regional jails.

2. Early establishment of functioning, permanent Departmental Committees.

In the treatment area, there should be early establishment of committees composed of selected institutional representatives, headquarters staff, and consultants when necessary to study the needs for personnel training, inmate academic and vocational education, counselling and possible uses of citizen committees. The staff of the two major institutions are making great efforts to overcome existing deficiencies, and to manage current programs. They need immediate help.

3. Early appointment of a series of Departmental Task Forces.

Departmental Task Forces should be organized to carry through needed reviews and modifications that have already begun at the institution level. Although the creation of Task Forces will place a burden on limited staff resources, it is felt that a number of problem areas are of sufficient importance to warrant this investment. Continuing program development and operational improvements will require institutional resource people and an augmented central office staff. There is concern and activity at the institutional level which should be used with maximum effectiveness on a Department-wide program of improvement.

The inmate Base File requires modification and development in the light of developing Departmental programs which require records and reporting of different kinds, and which should be more readily accessible in the Base File. Arrangement of the File, use of standard separators, forms, etc., and a chrono system for introducing current information

in the most complete and useable a manner possible are items needing study. One example is the lack of transfer chrono in many cases. The Task Force should include parole staff and representatives of other agencies which use the Base File.

Related to the Base File study is the need to study the Admission Summary and the reports to the paroling authority. These documents, particularly the Admission Summary, cover a wide range of information, but quite briefly, and the report tends to contain only matters of fact, with little evaluation in depth. Like the Base File, these reports have been adequate for past operation, but become less so with an increasingly complex program.

Transfer criteria should be outlined now as the Department becomes more involved in inter-institutional inmate transfers. When volume of transfer is small, individual case decisions may suffice, but when inmates are moved in large numbers, staff must be guided by some criteria for selection. A demand on an institution to furnish camp men, for example, requires screening of many inmate cases to obtain a few transfers, a process that can be efficient and orderly only if stated Departmental criteria exist.

Inmate population accounting is presently being done at the two major institutions for their own populations, so that the staff can better plan their programs. Centralized accounting at headquarters level is limited due to lack of equipment and personnel. A centralized and standardized system of reporting inmate characteristics - age, sex, race, offense, etc. - that

can provide periodic reports by institution to the Commissioner and to the Wardens is essential to good planning and daily management. It is recommended that beginning steps be taken to standardize the data kept on inmates, and to adopt a format for information that can be readily processed through automatic data processing machines. Machine time on existing installations should be obtained, or machine capacity raised so that the Department of Correction can have an adequate amount of machine time. A Departmental statistical position should be provided, if only on a consultant basis initially. (MCS Ch. 12)

4. Review of inmate food allowances and establishment of a food budgeting system that adjusts to fluctuating cost and population change.

There must be a system of nutritional accounting in order to allow automatic quarterly budget adjustments in food funds. When food budgets are prepared with a fixed per meal cost, allowance can not be made for change in prices. This may mean that the inmate ration will run below the standards set. Because of the great importance of food in prisons, this can have a serious effect on morale and the good order of the institution. A headquarters Director of Food Service has been requested by the Department and it is urged that this position be approved in the interests of standardization and devising the most effective feeding program. Periodic review of the basic ration is necessary to assure that the ration continues to meet changing standards and public expectation. (MCS Page 448)

5. Establishment of an institutional Business Manager position at each major facility.

There should be a Business Manager position on the Warden's staff at each institution (with the exception of the Women's Institution which can be managed from the House of Correction) near the associate warden level. The incumbent of this position should have over-all responsibility for fiscal and budgetary planning and management, except for the State-Use Industry. The present accountant level is entirely too subordinate considering that each institution is a multi-million dollar operation. A business manager at an effective staff level can relieve the Warden of much unnecessary fiscal detail, and he would have the authority to carry out sound fiscal and purchasing procedures.

6. Inter-institutional transfer of inmates should be effected by Departmental policies and guidelines.

Authority exists for the transfer of inmates from institution to institution, yet this important responsibility is left essentially to the heads of the institutions involved.

Inter-institutional transfer should be made only after referral and authority received from the Central Office. This should be covered by policy statement from the Central Office to all field units.

7. Highest priority is assigned to upgrading the correctional classification series.

Career development of this versatile class of employees will have the widest possible impact on total institutional programming. The classification officer functions not only in

admissions and classification, but also in casework service and counseling, group work, employee training, volunteer citizen programs, sponsorship of inmate activity groups, release programming, handling of problem cases, and inmate community contacts. (MCS Chapters 21 and 25)

A sound reception process followed by thorough classification is the foundation of all subsequent programming. The reception process from the beginning, continuing through the entire sentence must not only view institutional adjustment, but also relate all segments of programming to release back to the community. In short -- work, academic, and social goals are community oriented.

Adequate classification staff allows case control by the institution rather than by inmates.

Reports to the paroling authority become valid and useful.

Classification supervisors, particularly at the II level would be able to develop constructive managerial, staff, and program roles when sufficient staff are available to handle daily detail now burdensome to supervisors. For the House of Correction an intake of new commitments of 2,546 and an average population of 1,800 annually is assumed. Based on reception processing standards, seven classification officers I and a classification supervisor I is indicated (MCS Page 428). For the institution population of 1,800, 12 classification officers I are indicated for a recommended caseload of 150. (MCS Page 429) This total of 19 less the 9 existing classification

officers leaves a recommended 10 added positions, plus at least one supervisor.

Rather than have each classification officer process the new inmate from the moment of admission, an intake screener can process the admission initially. An experienced caseworker can single out those inmates who require extended orientation and separate them from those who do not. The intake screener can match personalities of inmate and classification officer and otherwise regulate input and caseload distribution.

For the Maryland Penitentiary, new commitment intake is based on 500 new commitments and parole violators annually and an average institution population of 1,400. This requires two additional classification officers I for reception processing and a total of 10 for the resident population, less the 8 existing positions for a total of 4 classification officers I. A classification supervisor I should be established for good span of control and to specialize in admission processing. These recommendations do not take into account the large number of receptions and inmate movement by transfer, which add another processing workload.

The positions justified for admissions processing can at a later date be transferred to the centralized reception program proposed for the Maryland Penitentiary location, and will provide a cadre of skilled and experienced employees to inaugurate that function.

It is recognized that this is a major expenditure, and one that may not be fully practical in terms of immediate

financial necessities and overall departmental needs. Recruitment problems are expected to be severe. Never-the-less, more program gains could be expected in the shortest possible time by this means than by almost any similar expenditure in other areas. These added positions would provide resource manpower to man the needed departmentwide committees and task forces.

8. Need for Group Dynamics and group counseling should be met.

A most desirable addition to the staff at the major institutions would be an employee with educational and experience qualifications in group dynamics and group counseling. This position would supply impetus and training to the now planned group work to be conducted by the classification officers. This would enable a broader program of counselling/discussion groups by other staff members. While there are quite capable classification officers at both institutions, including some would qualify for this position, the nature of the training task is such that the best possible specialized background in casework and counselling is required.

9. Increase orientation programming and pre-release instructions should be provided.

The inmate reception orientation program and pre-release instructions are very limited, and should be developed into a much more effective program tool. (MCS Pages 355 and 363). The additional classification officers recommended will be needed. It is a basic fact of prison life that the less effective staff orientation of newly received inmates, the more

potent will be the indoctrination by other inmates.

10. Formal vocational education and training should be up-graded and greatly expanded.

The House of Correction and the penitentiary offer full employment to inmates but formal vocational training is non-existent. Plans are well underway to enlist the aide of the state's vocational rehabilitation machinery, which will aid materially in preparing men for release. Some vocational training is offered by inmate teachers. However, this does not constitute a fully effective vocational program. Inmate teachers are not desirable. (MCP Page 485-488-492 para g).

The most economical, although not necessarily the easiest approach to full vocational training is to utilize existing institutional shops and facilities in the industrial and maintenance areas. The addition of qualified vocational instructors and a supervisor of vocational training for planning, coordination and classroom related training, using present shops and factories would, with minimum cost become the start of a satisfactory vocational program. But more is needed.

The establishment of special vocational training shops will be a necessity in time and ways must be found for effectively utilizing the training potentials of Industrial production. Employment of a supervisor of vocational education might well be the first step. This supervisor would be responsible, working with a Departmental committee, to plan for vocational programming in those areas where the greatest

employment potentials exist in relation to the time available for training and post-release employment possibilities in the community. Maintenance of electronic devices is one such area. The Maryland Penitentiary has made a commendable beginning in television repair, utilizing an inmate instructor, and in welding with the assistance of a welding supply company.

11. Eliminate inmate teachers except as assistants.

The use of inmate teachers is no longer considered sound practice (MCS Page 492) and plans should be made to employ sufficient numbers of qualified academic instructors to conduct the literacy and elementary programs. Inmates can be used as valuable assistants in these programs, but should not carry the teaching responsibilities.

The coaching of inmates to pass high school equivalency examinations as is presently being done in the penitentiary and the House of Correction is a good interim program, assuming that such equivalency certificates are acceptable in the state for employment purposes. However, plans should be initiated for regular high school classroom work. This move should be made with planned improvements in the classification system so that inmates may be appropriately selected for high school work.

These recommendations are based on the premise that education for prisoners should in no way be inferior to that available in the community, and if anything, it requires higher levels of teaching skill. (MCS Page 486) In most cases, inmates in the prison school represent a deferred educational workload; that is, people who would have received their schooling

had their life circumstances been different. A high quality of educational instruction in prison schools is required because in addition to teaching a minimum level of skill, there is need to modify attitudes and introduce constructive modes of socially acceptable thinking. (MCS Page 491) This is one of the primary reasons why inmate teachers and the study program for equivalency examinations do not permit the educational section to carry out its full rehabilitative responsibilities.

VI CENTRAL OFFICE STAFF

Top administrative organization of the Department of Corrections has undergone a number of changes over the years. Although recent changes have been an improvement over earlier patterns of organization, the present structure does not provide the breadth and depth of leadership, nor the central staff support, which a complex correctional system requires.

There is now a Deputy Commissioner who is also in charge of Prison Industries. This dual purpose position has been adopted rather than the provisions of Section 679 of Article 27, Chapter 123, Laws of 1962, which created the position of Correctional Director, and Section 680 which created the position of Industries Director.

The present title of Deputy Commissioner is preferred over the Director of Corrections title provided in the 1962 law. However, the combining of the positions of Deputy Commissioner and Industries Director is not administratively sound for several reasons which will be discussed below under "Organization of the Central Office" and in the Recommendations section.

In his study of the Maryland Department of Correction in 1958, Dr. Sanford Bates stated: "In a sense it is nothing short of remarkable that Maryland has done as well as it has in the correctional field with the very limited staff at headquarters. At the time of my visit there were seven employees in the central office including the Superintendent.... This meant that the Department had the oversight

of 5,000 prisoners was required to carry on with one Superintendent, one secretary to the Board, one Chief Accountant and Business Manager, one man in charge of welfare and three clerks. Adequate supervision, therefore, is virtually impossible." (Maryland Self-Survey Commission, Second Report, 1958, Appendix, P. 17.)

Since 1958 there has been an increase of three staff people in the Central Office: one Director of Personnel (1961), one Director of Work Release Program (1963), and one Assistant to the Chief Accountant.

During the past two years, the Department has taken steps to develop a more adequate staff for the Central Office. Several positions were requested and allowed in the current 1966-67 budget; several others were requested and allowed on an emergency basis following the riot during the summer of 1966. None of the new positions had been filled at the time of this Study, since Personnel Department has not developed specifications for them nor established examinations and lists.

ORGANIZATION OF THE CENTRAL OFFICE

The authority and responsibility of the Commissioner is clearly spelled out in the law, and while there may be, over the years, some variation as to how different Commissioners carry out their responsibilities and use their authority, there is no question as to where the overall authority and responsibility for the administration of the Department rests.

Unfortunately, the functions and responsibilities of the Deputy Commissioner are far less distinct. As heretofore mentioned, the 1962 revision of the law which set up the present over-all Departmental organization provided for a Director of Correction to have general "charge of custodial matters and problems and procedures for the treatment and rehabilitation of inmates in the several institutions and agencies in the Department." The same law created the position of Industries Director.

This above arrangement has been abandoned recently and the law has been changed again, abolishing the above two positions and establishing a Deputy Commissioner of Correction to perform both roles,--that of general supervision of the central office and the institutions, at least in the Commissioner's absence, and general supervision of Prison Industries.

There seems to be considerable confusion in the minds of everyone, including the Deputy Commissioner, as to the nature of his functions. The Commissioner estimates that the Deputy spends, or should spend, about 60% of his time and effort on prison industries and about 40% on over-all administrative matters. However, when the Commissioner is in the office, although he has the Deputy sit in on meetings and participate in policy formulation, there seems to be no real delegation of responsibility to the Deputy, except as the Commissioner may assign some specific problem or situation for him to handle. There is also indication that Central Office staff and institution heads as well, usually

deal directly with the Commissioner, but may on occasion call or see the Deputy about a problem or new proposal. The Deputy does not seem to feel that he is designated as the supervisor of the Central Office Staff or the institutions. He does not feel responsible for setting directions, indicating improvements, or exercising leadership over subordinate staff.

The foregoing statement is not intended to reflect upon the ability of either Commissioner or Deputy, but to point out an administrative situation which is considered undesirable. The explanation for the present arrangement is apparently a policy that the Commissioner deals with the Central Office Staff and Institution Heads and handles all administrative matters when he is in the office and available, and that the Deputy enters into Departmental administration only in the Commissioner's absence or when given a specific assignment by the Commissioner. If this is the policy it does not seem to have been spelled out clearly, and even if it were, the policy itself is open to question.

Since none of the staff people in the Central Office, at the time of the Study, had any assistants (except for the Chief Accountant) there are no problems of lines of authority or definition of function below the Deputy Commissioner level.

The typists and stenographers are considered as a pool, although it appeared that certain ones were considered more connected with certain staff people than with others. The

Administrative Assistant to the Commissioner exercises some supervision, primarily as to days off and working conditions, over this "pool" of office help. This creates some friction with staff people who in some cases make decisions, e.g., as to a stenographer's taking a day off.

CENTRAL OFFICE OPERATIONS

At present, five departmental functions are supervised by Central Office staff: Prison Industries, Finance, Classification and Research, Personnel, and Work Release. The first two, Industries and Finance are well established units, with clear-cut responsibilities and with fair sized staffs to perform their functions.

The Classification and Research unit was formerly titled Classification and Education. Apparently this change of title was made recently when a separate Director of Education was requested. It is staffed with a Director and one machine operator. This is woefully inadequate to direct and supervise two such important functions as Classification and Research. In fact, the staff provided is entirely inadequate to manage either function satisfactorily.

The Director of Classification has been in this position since the late 1940's and has general supervision over the classification work and the classification specialists in the institutions.

As for research, a start has been made to utilize modern machine tabulation. One employee punches cards but these are sorted in another department which has an IBM sorter.

As far as could be determined, the data tabulated is primarily the traditional material such as inmate ages and place of birth. Some difficulty is being experienced because the data produced by machine does not always correspond with the long-hand data produced by the Director. The Department hopes to acquire more effective procedures for collecting and collating statistics.

At present, there is really nothing in the way of substantial, on-going research in the Department. Neither the staff nor the equipment is available to produce the statistics needed to provide a base for decisions and projections as to population trends and future program needs, nor to collect and collate statistics required for basic research on crime causation and prevention or the evaluation of departmental projects and programs.

The position of Director of Personnel was established in 1961. Again, it must be said that no one person, no matter how capable or how well trained, can effectively direct and supervise the management and the training of the numbers of persons employed by the Department of Corrections. These, are, of course, vital areas since no organization or program can be any better than the people who operate it.

The Personnel Division operates within the State's personnel policies and procedures. All positions in the Department of Correction, except those of Commissioner of Correction, Deputy Commissioner, and the two top positions in each institution are under Civil Service.

The personnel Division has made considerable progress in the areas of personnel records, personnel training and orientation, and recruitment. However, the personnel shortage is so critical now that some of the progress made has been lost.

Personnel records are quite complete and apparently kept up-to-date. Most jobs have been analyzed and job specifications have been established. Organized initial in-service training outlines have been prepared and are used by each institution. There is a training officer in each institution.

Some efforts have been and are being made to recruit personnel, such as posters, Cadet class of positions established although none have been employed as yet. The Department is fortunate to have the assistance, in training and recruiting professionally trained personnel, of the University of Maryland with its nationally known correctional program under Dr. Peter Lejins, Johns Hopkins University, and the Junior Colleges.

With additional personnel, this Division should be able to continue improvement of the personnel situation. However, until salaries are made more competitive with other similar jobs in State and Federal agencies in Maryland, the personnel situation will continue to be little short of desperate.

The position of Supervisor of the Work Release Program was established in 1963. He supervises the Work Release personnel in each institution, who select and recommend men for admission to the work release program, interview prospective employers, check progress of work releasees and perform related functions. This program will be evaluated in another section of

this Report. From the standpoint of Central Office staffing, the question may be raised as to whether this position should be an entirely separate entity or included in a group of other services. This will be further discussed in the Recommendations.

Policies and Procedures - Rules and Regulations

The Department has set forth its policies and procedures in two booklets: General Information and Guidance Handbook for Employees, General Information and Guidance Handbook for Inmates. The first was issued in 1964 and contains 16 pages with a brief statement of departmental objectives, index and list of position titles, and 7 pages of General Rules for Employees. The Handbook for Inmates was also issued in 1964 and contains 26 pages. Both of these booklets are clear and quite well prepared. The Employees' Handbook seems quite brief. However, this is partly due to the fact that it does not cover procedures for specific posts or for such things as safety and fire-fighting, as some handbooks of this nature do. Some of these specific procedures are covered in other booklets in the institutions. The Department plans a revision of both of the Handbooks, particularly the one for employees, but is waiting for the new institution at Hagerstown to be completed so that both it and the New Camp Center, recently opened, may be covered.

The Central Office and the Institutions

Considering the few staff people in the Central Office, there seems to be a fairly close relationship between the Central Office and the institutions. Meetings of the institution

heads are held in the Central Office (or occasionally in one of the institutions) from three to six times per year. This is excellent, since it provides an opportunity to discuss common problems and to lay the basis for decisions and solutions.

There is indication that some institution heads tend to lean too heavily on the Central Office for making decisions rather than accepting full responsibility for administering the institution.

Recommendations

1. Central Office administration and departmental functions should be reorganized with provisions for more adequate staffing and delegation of authority. (See Proposed Plan of Organization Chart #2).
2. Section 673 (b) of Article 27 of Maryland laws, as amended in 1962 should be further amended to include qualifications for the position of Commissioner of Correctional Services.
3. Supply sufficient supporting staff to enable Assistant Commissioners and section heads to effectively discharge duties and responsibilities.
4. That the positions of Assistant Commissioner, Wardens and Assistant Wardens be removed from the exempt class and placed under Civil Service.
5. That once the Central Office is properly staffed and organized, representatives of the various Divisions spend sufficient time in the institutions to give supervision, direction, and assistance to the various programs, and to keep in touch with the personnel, the problems and the progress of each institution.
6. That a more definitive and amplified statement of policies be developed and promulgated.
7. That a more complete and informative Manual or Handbook for employees be developed in loose leaf form to permit ease of up-dating and revision.

CENTRAL OFFICERecommendations with support

1. Central Office administration and departmental functions should be reorganized with provisions for more adequate staffing and delegation of authority. (See Proposed Plan of Organization Chart #2).

Present Central Office organization reflects a chronic condition of inadequate staffing, lack of clear-cut channels of communication and inadequate delegation of responsibility for decision-making. Poorly defined roles and functions, particularly as to the relationship between the Commissioner and Deputy Commissioner, have resulted in excessive and practically impossible demands being placed upon the span of control over staff and line operations of the Department.

Corrections in Maryland is sufficiently broad in its scope and responsibility to require two major staff Divisions, one of Correctional Services and one of Operations, with two Assistant Commissioners of equal rank and salary to administer their respective areas of responsibility. The present organization does not represent an equitable division of function and responsibility. Lines of authority are not distinct. (MCS 1966 ed. ch. 11 p. 164). By establishing two Assistant Commissioners the broad responsibility of operating a modern correctional system is properly divided to insure that all program

areas and operations are covered. This change will result in a more effective and efficient operation of the Central Office and field units, and is in keeping with organizational patterns emerging from the new concepts and philosophies of today.

2. Section 673 (b) of Article 27 of Maryland laws, as amended in 1962 should be further amended to include the following qualifications for the position of Commissioner of Correctional Services.

He shall have successfully completed a four year course leading to a degree from a recognized college or university, and he shall have had at least five years of successful experience in major administrative and/or supervisory correctional work.

The present law spells out very well the required experience for the position of Commissioner. However, no specific qualifications are defined. The field of Correction now includes many professional staff people and specialists and many areas require knowledge of the arts and physical and behavioral sciences. Therefore, a Commissioner should have an educational background of not less than college graduation in order to bring to the Department a broad background of education enabling him to grasp the essentials and basic principles of the many fields which contribute to correctional work.

It is apparent that one cannot acquire the type of experience described in the present law in less than five years. The setting of a definite standard will insure that

the Commissioner will have a good grasp of the essentials in the correctional field.

The present law further provides that the Commissioner shall serve at the pleasure of the Governor, and that the Deputy Commissioner shall serve at the pleasure of the Commissioner. This insures that the Governor may select a Commissioner who will administer the Department in line with his policies, but also makes the Commissioner and Assistant Commissioner vulnerable to political appointment and influence.

It would appear that in the past Commissioners of Correction have not been subject to political hiring and firing. There were only two Department Heads from 1930 to 1964, and the present Commissioner was appointed when his predecessor died in office, as was his predecessor. The Governors in Maryland have been of the same political persuasion over most of that period, although there was a Republican Governor from 1950-58. However, the danger is ever-present. Authorities differ as to whether the head of the Department should be in the Classified Civil Service, but there is agreement that there should be some protection so that the Commissioner will not change immediately upon a change in Governors. One way to achieve some stability is to fix the Commissioner's term as not coterminous with that of the Governor. This would give a Commissioner time to accomplish something, while still permitting the Governor to appoint a Commissioner of his choice for most of his term.

3. Supply sufficient supporting staff to enable Assistant Commissioners and section heads to effectively discharge duties and responsibilities.

The Commissioner should not be burdened with the day-to-day operation of the Central Office, nor indeed of the institutions. Most decisions can and should be made by the an Assistant Commissioner, within policies and guidelines approved by the Commissioner. It should be made clear, of course, that provisions should be made for recourse to the Commissioner in case of serious disagreements or major problems.

It is apparent that, due to inadequate staffing, the Commissioner's activities are heavily restricted to the management of internal operations of the Department. The proposed organization would free the Commissioner to devote more time assessments of operations, long-range planning and attention to relationships with the Governor, legislature, supporting and cooperating agencies and the community.

With strengthened and adequate staffing, the Department should avoid the tendency toward excessive Central Office control in the administration of the Department's operations. There should be encouragement toward decentralization of decision-making in accordance with Central Office policy and procedure. This strategy should be supported with provisions for regular audit and review to assure implementation of Department policies and programs.

The recommended organization will provide Central Office planning and supervision for the major phases of a modern correctional programming. Experience in other States

has demonstrated that until there is intelligent and virgorous stimulation and guidance for institution personnel from the Central Office, program development suffers. Individual institutions will occasionally spurt ahead in some phase of program because of the ability or special orientation of an individual institution head or an especially strong member of an institution staff. But a real Departmental-wide program is virtually impossible without strong Central Office leadership.

Nor is it possible for even the most talented and capable Departmental administrator and assistants to possess the knowledge or time to develop all the phases of a modern correctional program without capable and trained help. The major divisions proposed are important functions requiring leadership by well-trained, experienced staff.

4. That the positions of Assistant Commissioner, Wardens and Assistant Wardens be removed from the exempt class and placed under Civil Service.

The top administrative positions in the department and the institutions should not be subject to the vagaries of personal and political change. Institution heads will perform much more capably when they know they cannot be peremptorily discharged for personal or political reasons. Serious difficulties have arisen in some of the institutions because of political interference. The advantages of having the top institution administrators under Civil Service far outweigh any disadvantages there may be. (MCS p. 163).

Exception is made in the case of the Commissioner. Gubernatorial appointment of the Commissioner is based on the concept that the Governor is elected by the people as Chief Administrator of State Government and as such should be held responsible for departmental operations which fall within his jurisdiction. It follows that in order for authority of the Governor to be commensurate with his responsibility, he should have the right to select the Chief Administrator of the Department of Corrections.

All other personnel of the Department should be appointed on the basis of competitive selection process under the merit system. There should be position specifications with adequate description of duties, and a statement of specific minimum qualifications to include: educational level, previous experience, knowledge and character.

Position specifications for Assistant Commissioners should be essentially those described for the Commissioner since they will alternately act in his absence and in all probability will be among those considered as successors to the Commissioner.

Position specifications for Wardens and Assistant Wardens should require the equivalent of a college education, at least 5 years of varied managerial-administrative experience in correctional institutions and familiarity with all aspects and operations of institutional management.

- In establishing new position specifications, new requirements should not be made retroactive or affect existing

personnel.

5. That once the Central Office is properly staffed and organized, representatives of the various Divisions spend sufficient time in the institutions to give supervision, direction, and assistance to the various programs, and to keep in touch with the personnel, the problems and the progress of each institution.

There is no need to belabor this point. However, there is a tendency for staff to put off going out to institutions as often as they should unless a definite policy is set and definite procedures and schedules established to insure that this important staff function is not neglected.

6. That a more definitive and amplified statement of policies be developed and promulgated.

This needs little elaboration and the Department is well aware of the importance of having all personnel, as well as inmates and the public, informed as to the policies under which the Department operates. In this connection, a plan should be developed so that the "policy and procedure statements and memos" which go out from the Central Office will be maintained in such form in the Central Office and the Institution that an official policy and procedure can be referred to quickly when needed.

7. That a more complete and informative Manual or

Handbook for employees be developed in loose leaf form to permit ease of up-dating and revision.

This too seems self-evident and is recognized by the Department. The present Handbook is very brief, although stressing essentials clearly. The amplified statement of policies referred to in # 7 above might well be included in the Employees Handbook.

VII FIELD UNITS

PENITENTIARY - BALTIMORE

A. Description

The Maryland Penitentiary, located in Baltimore, has been the scene of several disturbances recently and has undergone several changes in command in the past several years. The present administrator is probably the first in some time who has possessed adequate professional qualifications for his position. The institution is but little better than a place to do time with few positive treatment opportunities. The institution program is essentially industries-and security-oriented. The buildings are old and in a poor state of maintenance. Limited space seriously impedes planning and expansion of programs. Recreation and general living space is inadequate, particularly when penitentiary inmates may live for decades within this small and crowded enclosure.

The purpose of the Maryland Penitentiary is to house and program long-term inmates, the modal sentence being about ten years, and with many men serving 20 and 40 year sentences. "Good time" is automatically credited. Forfeiture of good time is a standard disciplinary technique. The prisoner population is a more homogeneous group, in terms of sentence and seriousness of offenses, than that of the House of Correction. A large number have been committed for assaultive crimes. Admissions in the past year showed a heavy concentration in the 22 to 35 year age group. Approximately 25 inmates are on appeal from the death penalty.

Inmate movement is much less than in the House of Correction, amounting to 484 new admissions in 1965 - 1966 with a total of 840 admissions from all sources. Some 866 men left the institution in that fiscal year, 335 being released to society. Of this 335, 127 were discharged by expiration of sentence, 101 to parole and 107 by court order.

The Maryland Penitentiary's problem is described in terms of its location, small plant area, and the difficulties of managing serious offenders whose parole or release hopes lie in the distant future. Even under most favorable conditions, inmate morale will be low when so many are faced with such prospects over a period of years.

Top staff appear hard-working and knowledgeable about their problems and about the varieties of possible solutions. The present Warden and his staff have had to make new starts in many directions in the past few months. For example, institutional organization charts are being devised for the first time. Efforts to devise effective programming within existing limitations are quite commendable. The employees have been doing as well as they can with what they have to work with.

Middle management staff range from excellent to ordinary. It was encouraging to note the spirit with which some long-time employees were adapting to changes in program and philosophy.

The climate of the institution appeared to be good in terms of staff-inmate relationships. Inmates approached staff without hesitancy and communication was open and effective. There was no unusual reaction to the presence of the Study Team.

Inmate movement appeared reasonably free, and there was not a repressive air to the institution. Line employees appeared alert and professional in manner. The new uniforms were noted as being a great improvement over the older issue, which is still used at the House of Correction.

Recruitment problems were somewhat less severe than at the House of Correction, although a matter of concern to the management. There were some 20 correctional officer vacancies out of a force of 200. Unfavorable publicity following derelictions of a very few employees in the past has tended to lower the public image and morale of all employees. Classification officer recruitment problems were solved by finding qualified correctional officers enrolled in college willing to change assignments. This is an excellent move, and one which probably saved some of these men for a Departmental career, instead of their probable resignation in favor of other employment after graduation. There is practically full employment of those available for assignment in a diversified industrial program.

As discussed under Departmental Recommendations, the features that make the Maryland Penitentiary a poor institution for long-term inmates, will work to the advantage of effective programming when it becomes a Reception Diagnostic-Community Treatment, Medical, and specialized Center for other use.

B. Recommendations

1. The inmate Base File should be inaccessible to inmates and reorganized for convenient use.

2. Reception-orientation procedure needs review.
3. The Admission Summary should be more complete.
4. Classification and Disciplinary Committee functioning well with limited records.
5. Casework services should have additional staffing.
6. Clinical services need strengthening and direction.
7. Staff counseling services should be reinstated on a broader scale.
8. A stronger religious program should be provided.
9. More space needed for education classes and enrollment should be increased. Library not organized. Inadequate book selections. Critical need for additional recreational space.
10. A formal vocational education program should be introduced.
11. The inspection of inmate mail should be revised.
12. Miscellaneous needs and suggestions.

C. Recommendations with Support

1. The inmate Base File should be inaccessible to inmates and reorganized for convenient use.

Because of staff shortages, inmate clerks have access to the inmate Base File. This is not an accepted practice. (MCS pge 375) A study of clerical staff needs will be necessary to show staff required to maintain confidentiality of the Base File. Comments under other institutions regarding content, cumulative reporting, filing arrangements, and absence of pre-sentence data also apply to this institution. Although allowances were made for unfamiliarity with the File, the writer found it a frustrating task to locate all the reports and documents relating to a particular time period in the

inmate's career.

The staff are working on specifications for a new Base File, a much needed project, to be standard throughout the system.

2. The Reception Orientation - procedure needs review.

Like the other institutions, the Maryland Penitentiary receives specifically committed new admissions. Rate of new admissions is much lower than that of the House of Correction, and the staff is not as harassed trying to keep up with a flood of admissions and departures. However, at the recommended caseload standard of 30 new admissions per month per classification officer (MCS Page 428), two additional classification officers would be required to handle admissions. Because of the long terms the inmates serve here, a careful and detailed reception process is indicated since findings will be used in many years of programming for each man. The orientation program consists of a one hour talk by a classification officer, and must be described as rudimentary at best. With added staff it would be possible to organize a reception and processing program that would forestall a large part of the negative indoctrination presently provided by other inmates..

3. The Admission Summary should be more complete.

Many of the comments made regarding the House of Correction Admission Summary also apply here. Particularly in the area of brevity, depth and analysis or interpretation of social factors. Case records of the Penitentiary, like the other institutions, were lacking in adequate social history

material. Only one of the case records reviewed contained a copy of a pre-sentence investigation report and the institution estimated that they receive copies of pre-sentence investigation reports in something less than 10% of the cases received. The only source of information with respect to the social history of the offender was the offender himself. The master file card, the interview sheet used in securing social history data from the offender, an outline used in the preparation of pre-parole report (containing suggested wording), a "classification progress sheet" used to record transactions affecting the inmate--change in jobs, change in security status, conduct report or disciplinary action, all are one-line entries.

The classification staff can hardly be criticized for the lack of individualized treatment in view of their high caseloads and the necessity to be concerned with the preparation of basic admission data and basic data for the Parole Board. As a matter of fact, the development of any sophisticated plan for treatment would be an academic exercise in view of the almost complete lack of treatment facilities. Preparation for parole here, as is the case at other Maryland institutions, is primarily the responsibility of the offender who, in addition to somehow magically changing from bad to good by virtue of imprisonment alone, is expected to develop a parole program.

4. Classification and Disciplinary Committee Functioning well with limited records.

The classification committees are set up and operating according to MCS standards. (see Clinical Services Ch. 21 p. 35) Initial classification is represented by custody,

education, classification, industries and psychology. Both Associate Wardens sit regularly with the committees.

The disciplinary committee has classification representation, including the individual caseworker, when possible. Procedures are standard. The reclassification committee considers any case needing attention, but does not have a regular, routine schedule for rehearings and to observe progress. As program diversifies and staff is augmented, there must be regular scheduled program re-evaluation. The disciplinary committee recommends restoration of good time.

5. Casework services should have additional staffing.

Eight classification officers Grade I and II supervisors give the major portion of their time to initial interviewing, pre-parole reports and problem-solving interviews with inmates. Caseloads approximate 175 when all positions are filled and the population is at 1400. Two additional classification officers-I would be required to meet standards. (MCS Page 424) This is recommended. Comments as to benefits gained by additional classification staff are the same as in the case of other institutions. With improved programming, counselling and reporting, inmates will become eligible for parole at an earlier date. With the long sentences at the Penitentiary, this would result in savings to the state.

6. Clinical services need strengthening and direction.

Clinical services are provided by two clinical psychologists. The extremely limited professional staff is primarily

concerned with the development of admission material and pre-parole material for the Parole Board. There is no staff psychiatrist. A consultant from a state mental hospital provides diagnostic services, medication and a consultation service 4 - 8 hours per week. This does not meet interim standards of 1 psychiatrist and 3 psychologists per each 600 men. (MCS Page 425) Attainment of this goal must be gradual, therefore, provision for a full-time psychiatrist and two more psychologists is an immediate and necessary objective. As experience is gained, with the assistance of relevant state professional societies and colleges, this area can be studied to determine the direction the department wishes to take in providing clinical services: i.e., upgrading at all institutions, and concentration of service in special centers. The psychologists test and evaluate all new admissions and all pre-parole hearing cases, as well as cases referred by staff. Testing is done by inmates, which is not a recommended procedure, particularly in individual testing. The test battery is standard and acceptable. Instead of being engaged in a positive treatment program, individual or group counselling, or group therapy, the psychologists are essentially concerned with psychological examinations which are made in all cases. Psychological examinations read were essentially negative and contained diagnoses which the psychologists were not professionally qualified to make. The test results normally could not support the definitive (and sometimes erroneous) diagnoses made in some cases. The importance of accurate clinical findings is attested to by the fact that they serve, not only as a basis for treatment,

but as a basis for parole decisions.

There are no clinical or casework provisions for specialized caseloads of disturbed inmates. (MCS Page 425) The same comments apply as for the House of Correction. Departmental planning should be for one or more such units to handle men who do not qualify for either Patuxent or the mental hospitals.

7. Staff counseling services should be reinstated on broader scale.

There is no group counselling at present. A start was made two years ago, but did not materialize. Plans are underway again.

Some counselling and assistance is provided by Prisoners Aid Society, Legal Aid Society and the Salvation Army.

There is little staff vocational counselling. Departmental plans are for increased use of the services of the state vocational rehabilitation service. The cooperative efforts of two or more state agencies can be an effective and economical approach.

8. A stronger religious program should be provided.

A full time Protestant and a Catholic chaplain are provided. The Chaplains generally meet the Manual of Standards provisions. (MCS ch. 29 p. 468)

The Chaplains spend most of their time in individual interviewing and counselling. Because of the lower intake of the Penitentiary, they contact most of the newly admitted

inmates. A class in Christian Maturity is about to start. While there are no schools of religious classes as such, the Protestant chaplain has an institutional radio network class three times a week. Correspondence courses are allowed.

Use is made of volunteer pastors and choirs on Sunday. Representatives of four denominations come in to work with men of their belief, including a Muslim minister.

Physical facilities are considered satisfactory in context, meaning that they are about as good as are available in this physically limited plant. There is no religious library, other than the Chaplain's own books.

The Protestant Chaplain has been considering a Yoke-fellow discussion group program, but there is no space available. This program has been used with much success in other states, and has the virtue of attracting employees as group leaders who would be hesitant initially to lead a group counseling group.

9. More space needed for education classes and enrollment should be increased. Library not organized. Inadequate book selections. Critical need for additional recreational space.

The Maryland Penitentiary academic program is organized in much the same manner as the other institutions. Day classes for illiterates and night classes for grades 5 to 8 and some high school level courses. Primarily the high school program is coaching for equivalency examinations. The program is open to all inmates except escape risks and those in segregation. The program does

not reach all illiterates because of work commitments.

However, due to the much longer terms, some 60% of the inmates are at one time or another exposed to the school program. The school is accredited by the state. School is held in a converted wing and is below desired standards both as to space and facilities.

The school formerly operated with minimal financing and with discarded books. This year \$12,000 was allotted to improve equipment and supplies. As in the House of Correction, budgetary standards must be set on a per capita basis to provide orderly purchasing and planning. The school has audio-visual equipment.

There are five academic teachers and a supervisor of correctional education. The staff teach and supervise inmate teachers. Teachers were observed sitting in classrooms auditing the inmate teachers, indicating supervision of inmate teachers. All but one teacher meets state standards, and he has six units to get before certification. Personnel of the State Department of Education are available as consultants. Teachers sit on classification committees and the school submits reports for pre-parole hearings.

The school administers the California Achievement Tests and the Otis Quick Scoring Test. There is an education file on each man enrolled.

Total enrollment is 180, which is low for an institution of this size. Three hundred to five hundred would be more typical of program-oriented institutions and where climate fosters interest.

Special classes are established as the opportunity is presented. A book salesman is teaching one class. There is a Napoleon Hill course sponsored by outside Junior Chamber of Commerce groups. A college level course has been given and it is scheduled to be repeated with the assistance of University of Maryland staff. There is an inmate-taught art class. The music program is not formalized and is under the recreation department.

The active influence of the Associate Warden Treatment who has an education background is noted in this program.

The library is a collection of an estimated 5000 books, uncatalogued and maintained by a inmate clerk with some supervision from the teaching staff. Reference books are old. The library room is neatly arranged but has little reading room or study space. Standards call for at least 6000 well-selected and currently useful books and an optimum level of 10 books per inmate, or 14,000 volumes. (MCS Page 506)

There are book lists and publicity is given to availability of new books.

Periodically the Enoch Pratt Library sends over 300 books on loan. This is an excellent service that would be valuable for all of the institutions. Requested books can be obtained although not promptly enough for work related to classroom study.

This institution, like most of the others offers little in the way of professional library service that would augment the training and program needs of the institution. There should be a comprehensive study made, with the help of professional

librarians, as to the best method of development for institution libraries. Regular librarian consultant service would serve to standardize cataloguing and ordering of books.

There is an active recreation program under the direction of a qualified Supervisor of Recreation, with one officer to assist. Funding is adequate for the present limited level of programming.

There is a full program of competitive sports, with competition with outside teams, and an intramural program. There is a Run for Your Life Physical fitness program. The doctor refers men for corrective recreation. Inmate officials and team managers direct the league under employee supervision.

The glaring problem at the Penitentiary is the lack of space and facilities. The baseball field is best described as miniature, even though it occupies most of the large recreation yard. There is insufficient space to make a handball court against one of the walls. There are minimal indoor facilities, consisting of two rooms adjoining the hospital to house weight-lifting equipment. These deficiencies cannot be corrected because of physical limitations. The space will still be substandard if the proposed conversion to a reception center is made. However, with shorter lengths of stay by inmates, the deficiencies will not have so deleterious an effect on morale. Recreation is more than "playtime". Not only does a good recreation program relieve inmate tensions, but aids materially in healthy resocialization.

Other than music, there are no cultural activities available under the recreation program.

10. A formal vocation-education program should be introduced.

The Penitentiary exercises such resources as are available. A stationary engineers license program is available to men working in the powerhouse. There is a welding course that follows the guidelines provided by a welding supply house. Welding is taught by an inmate. Typing is taught by an inmate teacher. An inmate-taught radio and television repair class has been functioning with a large assortment of inmate-built testing instruments. While there are reservations about the use of inmate teachers, the staff are to be commended for their provision of program in the face of handicaps. The interest and enthusiasm generated by their efforts at this time is indicative of the good effect on morale and climate that constructive programming can provide. A sense of accomplishment is very important to building self-respect and engendering insight.

11. The inspection of inmate mail should be revised.

Visiting and correspondence privileges are handled in accordance with local standards. Mail inspection is done by staff provided for that purpose rather than by the common system of having night watch officials 'spot-check' mail. (MCS p. 541)

There is an honor housing unit and the management is aware of the advantages of the progressive unit system providing incentives and reward for good conduct.

12. Miscellaneous needs and suggestions.

There are activity groups such as Dale Carnegie, and

Alcoholics Anonymous. There are booster clubs for various athletic teams. A noteworthy program is that of the State Junior Chamber of Commerce groups who meet at times in the prison, with the institution JCC group. They are sponsoring worthwhile activities. This is as good a citizen participation program as can be found. It points to a desire to develop a sound and effective program of trade advisory and other citizen volunteer groups.

There is a very good inmate magazine, well finished and professional in quality.

The commissary operates at a satisfactory level and is a source of the inmate welfare fund.

There is no inmate advisory council, although ad hoc committees are formed for specific projects. As in the case of other institutions, no recommendation is made, other than to state that when staff feels comfortable with such a move, establishment of a council should be considered. (MCS p. 547) Inmate advisory councils provide excellent means of two-way communication. The present staff have installed, for the first time, an effective inmate grievance procedure whereby any inmate can have his own personal problems settled or questions answered. Previously, there had been no way for an inmate to appeal actions or events. This also provides an excellent safety valve, as well as a sound treatment technique.

The medical center should be on a budget separate from all others. Particular allowance should be made for the hospitals' workload on behalf of the system.

The Maryland Penitentiary is in an unusually favorable

position to develop trade advisory committees and other citizen participation groups. Despite rebuffs, continued exploration should turn up individuals who are willing to give their time, and who can influence others in their area of interest to participate.

THE HOUSE OF CORRECTION - JESSUP

A. Description

The Maryland House of Correction is a medium security institution established in 1879, with major construction additions in 1928 and 1957. Two cell blocks and six dormitories provide reasonably adequate housing for approximately 1,400 inmates, although the rated capacity is 1,505, the current population is approximately 1,800, approximately 556 men are in camps, for whom the House of Correction maintains records keeping responsibility.

Overcrowding is accentuated by the institution building plan in which the cell blocks and two other wings open onto a central traffic area four tiers high like the cell blocks. Noise carries readily throughout the entire institution, and the busy flow of foot traffic creates noise and confusion. It is obvious that a disturbance in one area is readily heard in detail in the other housing units, the academic wing, and dining area. There is a serious traffic problem on the first floor of the large cell house created by inmates quartered in the third floor dormitory, (approximately five hundred). These men travel through the cell house to and from meals, call-out, and sick-call.

Inmate housing units are fairly standard for their age. Other facilities are either lacking or inadequate, for the most part. School, recreation, and many of the shop facilities

are decidedly substandard, although improvements are planned. There is no chapel. The Maryland House of Correction is classified a medium security institution for male offenders serving three (3) months or longer, including life sentences. The institution admits troublesome inmates from the other institutions. There is not an adequate receiving room. New commitments are admitted via the main entrance, thence into the general population. They are placed in a section of a large cell block where they adjoin the prison-wise inmate.

The general function of the House of Correction is to house and provide program for offenders serving shorter terms, as opposed to the longer-sentenced inmates at the Penitentiary. Inmates serve terms as short as three (3) months and as long as life, with the modal group being in the two-to five-year category. The age range is from 17 years of age to over 51. A large group fall between 21 and 29 years old, with a modal age of 25. Another large group ranges from 33 to over 51 with the mode in the 41-50 age group. (August 15, 1966 Institution Population Analysis) As to offenses, the largest group is composed of various types of larceny, robbery, burglary, breaking and entering, grand and petty larceny. Assaults of various types, including murder, account for the second largest segment. A substantial number are in for non-support, drunk and disorderly, vagrancy, bastardy and similar types of offenses that in many states are not considered prison offenses.

The House of Correction has a high rate of inmate movement. In 1965-1966 there were 3,229 receptions from all

sources, including 2,546 court commitments. In the same period, there were 3,364 releases of which 1,776 were discharged upon expiration of sentence, and 618 were paroled. 180 escapes occurred during this year, with 142 returned. This is high: it is explained as a consequence of having a large number of men on outside work crews and in the camps, far removed from the institution.

As discussed elsewhere in the report, the general impression is that the high turnover and large number serving less than a year cannot but prove unsettling to the men serving between two and ten years. Staff resources are strained to handle the basic processes of admission and release, with little time remaining to programs for the long-term offenders.

A short-term institution presents different management and programming problems. Planning for centralized reception should include special processing for such cases. (See Reception-Diagnostic-Treatment Centers) (MCS p. 354 - para. A.)

Note must be made of the House of Correction's unfavorable employee recruitment position. All personnel levels from Correctional Officer to Psychologist, are difficult to recruit. Staff blame the poor "image" of Maryland prisons. The 2.7% Maryland unemployment rate is another factor. Many are unwilling to commute from Baltimore and are unable to find suitable housing in the Jessup area. To a hard-pressed Warden, some of the recommendations for staff augmentation will sound impossible, but nevertheless, a sound personnel base must be

established, with measures that will aid recruitment.

Institution climate appeared good. Inmate-Staff inter-action was open, healthy and spontaneous. Strangers were accepted without unusual concern or reaction. Uniformed staff seemed efficient and communicated easily with inmates. There was not a repressive atmosphere.

Staff members contacted were generally enthusiastic and energetic. Like the impression elsewhere, the staff is accomplishing much with the limited resources available.

B. Recommendations.

1. Base Files should not be accessible to inmates.
2. Base File content is not properly organized.
3. Standard processes for Prisoner Reception throughout the System need strengthening. Classification Departments are understaffed.
4. A longer period of Admission and Orientation for new inmates should be provided.
5. Adequate Receiving Room should be provided in the space presently occupied by the Wood Shop.
6. Admission Summaries should be more complete.
7. Broader representation on the Classification and Disciplinary Committees should be provided.
8. Classification Personnel should be increased.
9. Additional psychologists and psychiatrists for clinical services are needed.
10. There is a need for group and vocational counseling.
11. There is a critical need for a chapel.

12. Provide adequate quarters for an expanded school program and reduce the noise and distractions.
13. Improve education-recreation programs and increase the staff.
14. Vocational programs need strengthening and additional instructors provided.
15. Longer and more frequent visiting periods are indicated. Mail inspection should be studied.
16. Work-release should be integrated into the classification program.
17. Comments and general recommendations.

C. Recommendations with Support

1. Base Files should not be accessible to inmates.

Inmate clerks have access to inmate Base Files, contrary to accepted practice. (MCS p. 357) Supervision tends to minimize the opportunity for misuse. Experience has repeatedly shown, however, that files do not remain confidential whenever inmates are assigned in the vicinity. The recommended study of the records keeping operation will undoubtedly develop need of additional clerical staff in order to insure confidentiality.

2. Base File content is not properly organized.

Content of the Base File covers most factors of significance, although often in a very brief manner, and with little evaluation in depth.

A cumulative record is kept on a Classification

Progress Sheet on which are recorded disciplinary, classification and other actions and reports. These are very brief and require that a search be made for understanding of the action or report. Some reports, such as work reports are discarded when the information is entered. There should be a standard set of reporting forms for the various divisions of the institution to use in reporting progress or problems, with provision for explanation and interpretation. (MCS p. 358).

The filing arrangement appears generally standardized, although it requires searching to find a desired document. The House of Correction's staff would like to have different colored paper used for the various kinds of reports. This, with a standardized section divider system, would be helpful, but should be the same throughout the system.

Pre-sentence investigation reports are occasionally found in the Base File and are of adequate quality. Unfortunately, they are available in only a very small percentage of cases. It would be most helpful to have pre-sentence reports available in all cases.

3. Standard processes for prisoner reception throughout the system need strengthening.
Classification Departments are understaffed.

Each institution receives inmates committed by the court. Each performs the admission and orientation process, assigns a local prison number, and originates the Base File. This study recommends central reception. (MCS Page 354). In the meantime, there should be greater standardization of the process. The House of Correction is grossly understaffed in the Classification Department, consequently an admission-

orientation program is brief and ineffective. At the recommended caseload standard of 30 admission cases per month, the 2,546 new commitments in 1965-1966 would call for seven Classification Officers, plus a Supervisor. (MCS Page 428). The House of Correction has only nine Classification Officers and two Supervisors for admissions and the regular institutional load. The admission process on 3 or 6 month commitments can be abbreviated, thus allowing for a greater caseload of these inmates. However, the risk of overlooking serious problem cases for whom even three months of intensive specialized programming is indicated must be considered.

4. A longer period of Admission and Orientation for new inmates should be provided.

The present orientation program consists of a one hour or less talk by one Classification Officer, covering the most important points of procedure. This is grossly inadequate in orienting new inmates and simply means that new men are indoctrinated to the prison by the older prison-wise inmate. The heavy intake and lack of staff precludes a large scale effort here, and is another example of the damaging effect a flow of short-term inmates has on program geared for inmates with longer sentences. The orientation process should include thorough information-giving techniques conducted by staff representing the various areas of institutional operation. (MCS Page 355) Additional classification staff will be required before a satisfactory program can be established.

5. Adequate Receiving Room should be provided in the space presently occupied by the Wood Shop.

The Present method of receiving prisoners creates a hazard, because there are so many of them and they have to be brought through the main entrance and into the institution proper.

The room now occupied by the wood shop could be provided with a door to the outside, equipped with a two-way lock that would be perfectly safe, and afford an area under the cellhouse that could take care of all of the receiving activities at one time and admit the new men to the institution proper, clean and contraband-free.

6. Admission Summaries should be more complete.

Generally, the admission summary contains basic information required for the present level of programming and it is presented in a succinct manner. However, much information is given as bare statements of fact without interpretation. There is an evaluative paragraph. In general, the summaries contain little analysis of attitudes or social and emotional reactions.

There is considerable variation in content and completeness of reports, depending on which institution received the inmate. This points up need for standardization of the summary and of the Base File.

The summary is not a coordinated document. The psychological, arrest record, custodial and medical evaluations

are separately filed in the Base File, so that finding and reviewing several documents is necessary to build the complete admissions picture. Due to workload, little information supplied by the inmate is verified.

Findings are not formulated into a set of recommendations, but program action is taken by the Initial Classification Committee. The admission summary, together with other file material, serves merely as a guide to the Classification Committee, instead of a complete action document. This is not a serious disadvantage when each institution does its own admissions and retains the Base File, but increased inter-institutional transfers will require complete and current material.

7. Broader representation on the Classification and Disciplinary Committees should be provided.

The Initial Classification Committee has representation from custody, classification, industries and education. The re-classification committee generally operates with the Supervisor of Classification and a Custodial Captain. The pressure of work allows only infrequent attendance at the Associate Warden level. The inmate makes a personal appearance before the Committee. It is recommended there be representation from the education-vocational department on the classification subcommittee with strong support for the presence of an Associate Warden.

Reclassification committee considers primarily

assignments to outside details and is available to inmates requesting consideration. However, there is no routine for scheduled re-classification. Because of recent camp demands, the population at the House of Correction has been screened a number of times. However, there is relatively little consideration of program change in light of an over-all program control by scheduling selected men for re-classification at the time of initial classification meeting with the eventual objective of reviewing routinely all long-term prisoners. (MCS Page 363) When staff resources permit, an attempt is made to see long-termers annually.

Observation of the committees at work indicated a good climate and adequate communication between staff and inmates.

8. Classification Personnel should be increased.

The eight classification officers and two classification supervisors spend the majority of their time at initial interviewing and writing the Admission Summary, Parole Hearing Reports, and handling specific inmate problems. Caseloads range from 260 to 300 under favorable conditions and much higher at times. Staff shortages are aggravated because of the high inmate turnover referred to earlier.

Assuming the average population to be 1,800, minimum standards require twelve classification officers I, two classification supervisors I and one classification supervisor II. (MCS Page 424) This does not consider the 556 men

currently in camps, for whom service should be provided in the respective camp units.

Staffing at this level would allow more adequate control over inmate programs, giving greater assurance that men are progressing according to plan. The many inmates who require regular and continuing casework contacts, either on an individual or group basis, could be more effectively handled. Classification officers would spend more time with their assigned caseload, changes in attitudes and skills would be more accurately recorded, and the pre-parole reports would be of greater value to the paroling authority. In short, the focus changes from "classification" to "counseling" and "case management" when sufficient staff becomes available. (MCS Page 429).

Some modification of recommended staffing may be required, depending upon program goals for the inmates serving three and six months. Generally, however, the high turnover in these groups will tend to balance the lesser need due to their short stay in the institution.

It should be noted that a 150-man caseload allows one half hour per month with each man by his counsellor. This does not constitute excessive staffing.

9. Additional psychologists and psychiatrists for clinical services are needed.

Clinical services are supplied by two psychologists. There is no staff psychiatrist, although one is available for

emergencies from the state mental hospital. Two psychiatrists come in on a consultant basis. This is far from the interim standards of one psychiatrist and three psychologists for a 600 man institution. (MCS Page 425) Because of recruitment problems in these fields, few institutions reach this level. However, it would be a reasonable standard for the House of Correction to make initial provision for at least one full-time psychiatrist and two additional psychologists, particularly in light of the planned reception-diagnostic unit.

The psychologists spend a large part of their time in evaluation of cases referred by the staff, and in pre-parole evaluations. They are unable to see and test the new inmates routinely nor are they able to spend enough time in staff training and consultation.

Therapy functions are limited to two intensive narcotics treatment groups. This is a commendable program, (if accompanied by a satisfactory research plan), and fulfills a major role expected of the psychologist. However, this meets the needs of a very small part of the prison population and there are undoubtedly scores of men in other crime categories who have serious emotional problems and who could benefit from psychotherapy. Psychological reports appear generally satisfactory.

There is no clinical or casework provision for specialized caseloads of either emotionally disturbed or serious behavior problems. Recommended staffing for such groups is one psychiatrist, three clinical psychologists and

three counsellors per 75 men. (MCS Page 425) Again, this is a richness of staffing that very few systems provide. However, needs in this area should be studied and plans formulated for specialized and heavily staffed units with an accompanying research program to measure program effectiveness. The Patuxent Institution handles many of those considered amenable to their program, and psychotics are sent to a state mental hospital. However, there remains a large group of men with serious problems, many of whom qualify but are considered unsuited for special programs. This group should have as much professional management as is available.

10. There is a need for group and vocational counseling.

Counseling groups conducted by employees do not exist. Plans are underway to start with the classification officers, but nothing definite regarding use of other staff members has yet been considered.

Vocational counselling is not offered. However, a cooperating agency offers vocational rehabilitation services two days a month. This is an excellent start and should be expanded.

11. There is a critical need for a chapel.

A full time Protestant and a Catholic chaplain are provided. The Department cooperates with the Maryland Council of Churches to obtain qualified Protestant Chaplains. They are experienced, remain in contact with their order or

denomination, and are members of the Correctional Chaplains Association. Except for the year of clinical training now recommended, they meet p. 469 MCS criteria. There is no supervising Chaplain, but the Maryland Correctional Chaplains meet periodically.

The Chaplains spend most of their time interviewing and counselling. They try, but are unable to contact all incoming inmates. Two Bible classes are offered. They periodically visit all parts of the institution.

Physical facilities are adequate as to interviewing offices, but there is no regular chapel. An inadequate auditorium is converted for worship services. There had been previous planning for a separate chapel building, but now planning is to convert space in one of the wings. Plans to provide a full time place of worship is encouraged.

Ministers from outside churches are used infrequently, other than a Jewish Rabbi and a Jehovah's Witness who minister to their groups on a volunteer basis. While there is no basic objection to other denominational volunteers, there has not been an active effort to establish recruitment. Without regular chapel facilities, space becomes a problem in expanding the program. As satisfactory space becomes available, it will serve institution religious interests to encourage participation by community pastors representing major denominations.

12. Provide adequate quarters for an expanded school program and reduce the noise and distractions.

The academic program offers basic literacy and grade school courses, and evening courses in preparation for high school equivalency examinations. Considerable attention is given to Music and Art. Space is adequate for the present, but noise from the housing units is distracting. Band practice in the evenings is not conducive to good study elsewhere. Classrooms are open at the top. Master planning certainly should include more adequate quarters, modification of the present wing, with sound-proofing, and better partitions.

13. Improve education-recreation programs and increase the staff.

The school program has, until the past year or so, operated on an inadequate supply budget and with donated, discarded books. This year, for the first time, money was obtained to buy books and teaching aids, such as new maps. However, there are no established standards for budgeting in this department. This should be done so that annual replacement can be accomplished in an orderly manner. Audio-visual equipment appears adequate for the present.

There are four academic teachers, one part-time music instructor, and a Supervisor of Education. The program at the House of Correction is presently handicapped by lack of a supervisor. The teachers do some teaching, but spend more time supervising the inmate teachers. Beginning salaries are competitive with local schools, but advancement opportunities are limited. Teachers can be hired below state

standards and qualify later. See MCS p. 485.

The school program extends from 1:00 p.m. to 8:00 p.m. and is open to all working inmates, except where off-grounds assignments prevent attendance. Illiterates attend in the afternoons and receive their regular pay for the half-day in school. This is a commendable system in that it offers maximum motivation for men to overcome this most basic achievement handicap. The remainder of the school program is voluntary after working hours. Extensive use is being made of programmed teaching material. Suggestion was made that the school and other evening activities remain open to at least 9:00 p.m.

Achievement tests are administered to all new inmates. Recently an educational file was started on men enrolled in school. This enables progress and achievements to be recorded.

Total current enrollment is 170; a low figure considering that by some standards, 30% of the population, or 540 is the expected level of participation.

The institution has a collection of books of about 8,000 volumes, practically all donated. Recently, a large supply of paperbacks were donated to the institution. This falls far below the standard of a minimum of 6,000 well-selected books and 10 books per inmate. (MCS Page 506) This year, some \$8,000 was obtained to partially correct this long-standing deficiency.

The library is in a partitioned section of the

education floor, and has only shelving and a desk for the inmate clerks. There are no facilities for a reading room or reference area.

There is no trained librarian available. (MCS page 509) The expected library services of reader guidance, book discussion groups, etc., are entirely lacking.

In summary, no real library service exists. A great amount of work by a skilled librarian will be required to change this situation. While the supervising teacher can talk with the local librarian, there is no provision for regular advice and guidance.

A correctional sergeant with a correctional officer assistant operates the recreation program. This position is being reclassified to a recreation supervisor. This will permit the sergeant to devote full time to direct supervision of the recreation program. The sergeant basically is a coordinator, organizer and supervisor of the program. Coaching and team management is under inmate direction. Recreation reports are not written as a regular practice.

There is an intra-mural program in most of the major sports and occasional games with visiting teams. House of Correction teams travel to the camps and compete with camp teams.

Recreation facilities are minimal. The yard is too small to allow a full program and the Warden is considering enlarging it. There is no inside facility, except that the

auditorium which serves a multitude of uses, is available during inclement weather.

Summary impression is that the staff are doing the best they can with the facilities available. Other than enlarging the yard, which is a good idea, any real improvement indoors will have to await a space utilization study.

There are no cultural activities under the recreation program. Radio, television and motion picture provide minimal outlets.

14. Vocational programs need strengthening and additional instructors provided.

There are no formal vocational programs and no instructors. However, there are innumerable opportunities to build vocational programming based on the many different work assignments available to the inmates. (MCS p. 494).

15. Longer and more frequent visiting periods are indicated. Mail inspection should be studied.

Visiting and correspondence privileges are generally adequate. Five names are allowed on the list, plus business letters, ministers and police. Two 30 minute visits per month are allowed. (Insufficient time MCS p. 543). Uncensored letters to the Commissioner of Corrections and to the head of the paroling authority are allowed. A commendable innovation has been the extension of visiting hours to 8:00 p.m., allowing working families time to visit without losing time

from their jobs. Mail is censored, incoming and outgoing. Not necessary - costly and timestaking MCS p. 546). Visiting room climate seemed satisfactory.

16. Work-Release should be integrated into the classification program.

Work release as a part of community furlough should be considered at initial classification and progress noted until released from custody. Lectures in admission-orientation should make this clear to the inmate.

Men are placed in this phase of the community furlough program 6 months or less prior to discharge or parole release. This is sufficient time to break down the rigid routines and schedules necessary in an institution and effect a bridge to the community. "The inmate submits a request for work release to the warden and work release director." This should be accomplished by the inmate making his request through his case worker. Eligibility for work furlough should result from institutional programming and be initiated by the case worker, not the inmate. The purpose of work release is - (1) Transition; (2) Training Opportunities; (3) Assistance to Dependents; (4) Accumulation of Savings; (5) Testing to determine parole readiness.

17. Comments and general recommendations.

There is no inmate advisory council. Because there is not a uniform opinion on this matter, no recommendation is

being made - MCS p. 547). When the institution staff feels this would be a helpful move, they can act, but an inmate council should not be forced on unwilling administrators. However, other means, such as committees, or temporary discussion groups can be used to insure communication with the general population, which is, of course, the major point of concern. Temporary inmate committees are used to plan special events.

A commissary functions, and purchase allowances are liberal. The commissary is almost ready to move to a converted room which will provide much better service. Interestingly, Departmental policy is to ask the lowest mark-up possible. In some institutions, the mark-up is standard, comparable to costs in the free community, and the larger profit serves to bolster the inmate welfare fund. "Bargain" prices are misleading and not indicative of the problems and responsibilities essential to post-release adjustment.

A quarterly magazine of good quality and professional standards exists. A weekly newsletter is also available.

A dormitory is soon to be converted into an honor unit. The Warden and his staff are aware of the advantages of this type of operation and the value of incentives stemming from a program of quarters stratification.

Alcoholic Anonymous and Narcotics Anonymous operate under classification officer sponsorship. There are some other interest groups and occasionally outside participation such as in the Social Awareness Group, which draws in college

staff and other citizens. Much more could be done in interest groups, with focus on reputable citizen groups. For example, if a local citizen is a chess fan, he might well work with an inmate chess group.

All of the men going outside the perimeter daily should be housed apart from the general population as much as possible.

There are three floors to this building and the occupants of each floor could better be designated as to age and criminal sophistication.

It would not be difficult to feed the men in the area vacated by the general bathroom and discontinue the traffic of 450 to 500 men through the large south wing.

Remove screens in dormitories. The men classified for dormitory quarters are not viewed as escapees or suicidal. The walks are of no practical use. The area can be observed without using catwalks. This would create more room in the dormitory which could be used to good advantage for lockers and tables.

THE MARYLAND CORRECTIONAL INSTITUTION - HAGERSTOWN

A. Description

The Maryland Correctional Institution is administered by the Department of Correction. It is located near Hagerstown in Washington County on 1119 acres of land. The courts commit male offenders from 16 through 25 years of age to

serve indeterminate sentences having maximum limits. Although this institution is primarily for youthful offenders, it receives prisoners from the Maryland Penitentiary and the Maryland House of Correction, regardless of age, when their transfer is authorized. The Commissioner may direct that inmates from this institution be transferred to either the Penitentiary or the House of Correction when, in his judgment, their behavior or other circumstances indicate this action would be advisable.

The institution is designed physically in the shape of a square with the center area forming a courtyard and serving as a recreation area. Entrance to this area is gained through the mess hall which occupies one side of the square. On the opposite side is located the entrance to the institution, the administration offices, and the hospital. The remaining two sides of the square contain the inmate housing units. They consist of two-story structures with basement areas. There are eight two-story housing units. Except for second floors of A and E wings which are dormitories, all other units are cell tiers. There are twelve large recreation areas to accommodate the sixteen tiers, each of which have 40 cells except for the dormitories. Although they are single units, all are doubled up due to excessive overcrowding.

The commissary which includes separate kitchens and dining rooms for staff and inmates is readily accessible to all. However, because it is necessary for the staff to

walk through three of the indoor recreation areas to get to the dining area, a separate room has been set aside for feeding female employees in the administration building adjacent to the communication control center. Movement into the mess hall is controlled. After getting their trays, inmates sit at tables to which they are directed by an officer. Food service facilities, with the exception of dishwashing equipment, are obsolete and generally in bad state of repair. Dining facilities are adequate for normal population; inadequate for present population. The furniture and equipment in the dining area is badly in need of repair.

The institution conducts farming and dairying operations. State Use Industries activities include a cannery, brush and carton shop, bookbindery, stone crushing plant, metal working department, feed mixing mill, and a poultry and turkey raising project.

The school, located on the second floor of the administration building, contains an office, several small classrooms and a very small library. A textbook salvage shop is located in the basement. The classroom and office furniture, supplies and equipment are generally old, obsolete and in need of repair. The entire school area, including the classrooms should be repainted and the classrooms provided with appropriate charts, maps and bulletin boards.

The educational program includes basic instruction for functional illiterates, approximately one-fourth of the total population; academic education for elementary and high school

classes. There is a vocational education program in three areas: machine shop, electronics, and automotive mechanics. In addition, there are special classes in typing, music, and art. Each year, the school administers courses in Civil Defense for approximately 60 inmates.

There is a fairly well-rounded recreation program which includes intramural and varsity competition. Movies are shown in the auditorium twice each week. It should be noted that although the education program includes a variety of features, the core of the program, academic and vocational elements, serves less than one-fourth of the total population.

The inmates are served by two full-time, professionally trained Chaplains--Protestant and Catholic--who have developed an excellent program. It provides full coverage in all religious areas, in addition to counselling with inmates on an individual and group basis, visiting with families of inmates, participating in the orientation program for new inmates, correspondence courses, a choir and program of instruction in the evening, conducted with the assistance of outside speakers. Moreover, a considerable amount of literature is distributed to the population. The chapel is adequate, but the Chaplain's offices are small. Larger offices could be arranged for them in other parts of the administration building. In this regard, a space utilization study should be undertaken immediately. In many respects, the Chaplains are functioning in the role of social workers.

Facilities for interviewing are limited to a few rooms. A reorganization of the space in the hospital areas and the administration building on the first floor could provide room for separate treatment department. A Pre-release center is a modern facility providing single-room occupancy complete with lecture hall, food service, library, limited recreational services, and minimal security.. This center has considerable potential and is already providing a real service to those being released. A Work-release center (a converted farm house) should be a part of the Pre-release Program and occupy the same unit.

The function of the institution is to provide for the confinement, training, and correctional treatment of youthful offenders. The statute which established this institution clearly states these objectives. It makes no reference to the aim of restoration of inmates to the free community. Training, broadly defined, is not clear-cut. Objective classification to develop a rehabilitation and treatment program in this facility is not evident. When questioned as to the function of the institution, reference was made to the Maryland Code Article No. 27 "-----Maryland State Reformatory for Males----shall be a place of confinement and training for male offenders from sixteen (16) years to twenty-five (25) years of age both inclusive." It was stated the function was "Training academic and/or vocational of each youthful offender". A more detailed function was not obtained, no written function was available. A similar philosophy of

function seemed to prevail for the operation of the Maryland Correctional Training Center.

The staff appears to be vitally interested in the development of a full-fledged treatment program for youthful offenders. In fact, the administration has already established many of the basic elements that contribute to such a program (MCS - 1966 edition, chapter 25, pp. 422-435). For example, there are pre-release and work-release centers located on the grounds of the institution. There is a staff of eight classification counselors and a full-time psychiatrist; a well-developed program of religious counselling; a research program; and a classification program that is gradually gaining strength. The addition of two or three full-time psychologists and social workers would facilitate the establishment of an adequate treatment program for the inmates and serve as the nucleus of instructors in an in-service training program for all employees.

The new large correctional institution adjacent to the existing one provides unlimited potential for training. The new facility, the Maryland Correction Training Center - Hagerstown, will accommodate over 1,000 offenders from 16 to 25 years of age. It consists of an administration building, chapel, gymnasium, dining hall, kitchen, school, vocational training industrial building and housing units of room type construction. Instructions outlining programs and schedules to absorb inmates into the institution do not exist.

Currently about 450 inmates are housed in this new facility.

Inmate Population

The Maryland Correctional Institution has a rated capacity of 708 inmates. Inmate population as of October 29, 1966 was 1778. Of this number, approximately 385 were misdemeanants. Misdemeanants were serving sentences of less than one (1) year. Felons were serving sentences of one (1) to twenty (20) years. During the 1965 fiscal year, the total intake was 1,719 and the releases numbered 1,480. The average daily population was 1,353 and the age range was 16 to 25 years. The per capita cost during fiscal year 1965 was \$1,555 and the daily per capita was \$4.56. The majority of the inmates range in age from 16 to 19 years. The second largest age category is between 20 and 23 years. Very few are transferred to the Patuxent Institution or to the Clifton Perkins State Hospital. The majority are released by expiration of their sentences, rather than by parole. It is difficult to determine whether this is due to the relatively short sentences of so many inmates, (approximately 50 percent have sentences of 12 months or less) or because a majority are parole violators with relatively brief periods of time remaining. For example, the classification supervisor's report for the 1966 fiscal year indicates that of the 1,691 inmates who were released, 705 were discharged, 429 paroled, 367 transferred to other institutions, principally the House of Correction and the penitentiary, 157 released by the courts, and the remainder by other means including 22 escapees.

Serious consideration should be given to removing the

short terms (less than six months) to another facility with special programs.

It should be noted that the overwhelming majority of cases, 829, were committed from the city of Baltimore (about 65 percent). Moreover, approximately half are first offenders (45 percent) including 15 percent with no prior arrest record and about 35 percent with prior contact with the law but with no prior institutionalization. This is truly a tragic situation.

The range of offenses is comparable to that found in most large institutions for youthful offenders. The majority of the offenses are against property.

Staff

The staff consists of 288 authorized persons, including 181 correctional officers. The two major departments are administered by two assistant superintendents, one in charge of treatment and the other security. The maintenance, farm, industries, accounting and food service departments are responsible directly to the superintendent. The laundry supervisor, garage, inmate assignments and clothing report to the assistant superintendent of security. The establishment of a business manager position to supervise the maintenance operations of the institution is justified. Too many department heads report to the superintendent.

Except for the medical, treatment, and classification services all others seem adequately staffed. A serious

problem exists in the treatment section due to lack of a professionally trained employee to develop and direct a rounded treatment program. Teachers should be certified by the State Department of Education.

Records

Inmate records are assembled by the records supervisor and from random selection it appeared they were inadequate and scarcely utilized. Upon receipt, a classification report is made on each inmate; however, there are no subsequent re-classification reports prepared. It does not appear the information contained in the classification report is utilized to the extent necessary. The folder does not record assignments, job change, or disciplinary action in chronological order.

Staff Training

There is a personnel training officer on the staff whose responsibility is to conduct training programs for new correctional officers. This program is held for a three-week period at the institution. Subject matter is geared specifically to the work of the correction officer. This program does not include existing staff nor does this officer develop training programs for non-custodial personnel. The training program is totally inadequate.

Apparently some interest has been shown by the local Junior College in developing an Associate of Arts Program in law enforcement. Affiliation or assistance from a college

program would strengthen and expand the training program. The University of Maryland should be explored with reference to personnel development. (MCS chapter 10, pp. 178-188).

Community Relations

An attempt is made by the staff to develop a program of adequate community relations. There are visiting clergymen and religious groups who assist inmates. Visiting teams are encouraged to compete against institutional athletic groups. Staff members speak at various public functions. Adequate relations are fostered with the families of the inmates who consult with the Chaplains and other staff members on visiting days.

Civic groups are encouraged to visit the institution and have taken advantage of the invitation to meet at the institution on several occasions. The Civil War Roundtable holds its annual meeting at Maryland Correctional Institution. A chapter of Civil War Roundtable has been organized within the institution for and by the inmates. There is also an active Boy Scout Troop. The institution contributes to a local blood bank on a regular and continuing basis. The writer gathered there is considerable concern in the community when there are escapes, and in all probability, the institution is quite concerned about this criticism.

The dairy foreman has assisted 4-H Clubs over the years in training its judging team. Local businessmen are active in lending assistance to the Pre-release program. There exists

a good relationship with local police departments, sheriff's offices and state police.

Research

For several years two part-time professionals have been conducting research at the institution. Their efforts have resulted in the publication of two scientific papers. Their interests have been focused on (1) studying the frequency and severity of rule infractions as criteria of prison maladjustment, and (2) the development of a system for psychological evaluation and classification.

A correctional officer who has been trained by the consulting psychologist administers an oral form of the Minnesota Multiphasic Personality Inventory to all incoming inmates. This form which was developed at this institution has been made commercially available. The testing program began in June, 1962. Results are made available to the Classification Committee.

Research also involves an analysis of a random selection of inmates to determine their characteristics. These data are to be used as base-rate figures against which the failure or success of the various treatment programs can be measured. There is a current study of the effect of confinement on the personality traits of 250 inmates who were studied just prior to their discharge from the institution. A request has been submitted by the research team to continue the research

program. It is questionable whether these efforts will be of practical use to the administration unless there are full-time professional persons on the staff to interpret and make use of the findings.

Existing Programs

There are nine different programs administered by the treatment supervisor: psychiatric and psychological services, medical and dental, religion, classification, education, recreation, inmate activities, pre-release and work-release. Additionally, the Superintendent states the following programs exist:

- | | |
|---------------------------|------------------------|
| (1) Alcoholics Anonymous | (6) Art |
| (2) Group Counseling | (7) Work-Release |
| (3) Individual Counseling | (8) Pre-Release |
| (4) Drug Addiction | (9) Civic Club - Civil |
| (5) Intramural Sports | War Roundtable |

From a casual observation, it appears all programs lack initiative, imagination, planning and are limited as to application.

There are no clear-cut policies to guide existing programs nor to direct the development of new programs. These will not materialize until there is a Master Plan for the institution, a administrative blueprint describing the objectives, operations and plans for the future with specific goals of each program. Immediate action could be taken to develop group counseling and social education.

The Vocational Rehabilitation Unit operated jointly by the institution and the Division of Vocational Rehabilitation

has started a program at the Correctional Training Center which holds great promise and should receive all the support possible.

Planned Improvements

The immediate problem confronting the administration is the opening of a new 1,000 bed Correctional Training Center. It is scheduled for opening about February 1, 1967. Currently there are 446 inmates assigned, and unless plans are formalized and staff trained before more inmates are added, this plant will not serve the purpose intended.

Construct a security fence (Maryland Correctional Institution) to include mechanical and industrial operations for employment of inmates who are currently considered security risks. Also, space should be included for recreation.

Employ a personnel officer. Inaugurate in-service training programs when additional staff requested has been provided. Inaugurate a program to provide for a more complete physical examination of inmates. Increase the issue of winter clothing to enable employment of more inmates during inclement weather. Renovate Maryland Correctional Institution to provide programs for population of 700.

B. Recommendations

1. The Classification Committee should have the authority to make final decisions regarding inmate assignments to institutional programs-- Also to review actions of Classification Subcommittee and Disciplinary Committee.

2. Institute a systematic reclassification procedure for all inmates.
3. Abolish the Parole Committee.
4. Include the Institutional Parole Officer as a non-voting member of the Classification Committee.
5. Develop a manual of Classification Procedures to guide committee actions.
6. Develop a classification procedure, create incentive for assignment of inmates to housing units and work details based on clearly delineated criteria, in order to ensure that inmates who make progress will be rewarded.
7. Coordinate the vocational training in the shops with the academic program so that one complements the other.
8. Expand the program to include a compulsory social education course for the entire population which would involve a three-cycle program: orientation, problems of social education, and pre-release/community furlough.
9. Replace and repair all of the school furniture including desks, chairs, tables and shelves and repaint all classrooms.
10. Curriculum guides should be developed for both academic and social education courses.
11. Introduce use of programmed material and education teaching aids of more recent texts.
12. All classrooms should have reference material, maps, charts, bulletin boards.
13. Explore the availability of federal funds under Title II-B of the Anti-poverty Act for literacy training for additional inmates; also Office of Economic Opportunity funding for civilian teachers--full-and part-time.
14. School facilities could be expanded by utilizing rooms available below the hospital (after consolidating medical unit on one floor).
15. Inmates with sentences of six months or less should be considered for assignment to specially designed short-term facilities, or as an alternative,

assigned to intensive work/school and counseling programs.

16. Improve the present record keeping system to include information on all program changes, disciplinary actions and movements of inmates in and out of the institution.
17. Hire full-time psychologists whose responsibilities would include psychological examination of all new admissions, staff supervision and training and therapy with disturbed inmates and difficult adjustment cases.
18. Establish a group counseling program for inmates assigned by the classification committee, supervised by a psychologist or psychiatrist and conducted by correction officers, work supervisors and classification counselors.
19. Develop a record procedure for all therapy and casework contacts as well as periodic reports of participation of each inmate in therapy programs.
20. Establish a social work position for a trained graduate social worker (MSW) at a salary level commensurate with existing ranges to provide supervision for the classification counselors.
21. Opportunities should be developed for the professional development of the staff in nearby colleges and for their participation in in-service training programs.
22. Procedures should be instituted whereby the Disciplinary Committee has the opportunity to refer special cases to the classification committee for its consideration. Disciplinary committee, like the classification committee, to be a part of the full classification committee. All actions answerable to assistant superintendent/treatment.
23. The present practice of rotating all members of the disciplinary committee each time it meets should be modified so that one or two members are assigned for fixed periods of time, in order to provide continuity.
24. Disciplinary committee hearings should be conducted with greater dignity, and free of interruptions and other interferences.

25. A careful review should be made of the present practice of the disciplinary committee of taking away good conduct time from most inmates who appear before them as well as denying many inmates the opportunity to earn industrial time for one month. Separate misconduct into major and minor. Minor should be handled on the spot largely through the council.
26. Consideration should be given to consolidating the medical services and facilities on one floor in the hospital.
27. Consideration should be given to the expansion of the present program to include work and group counseling for the inmates in the pre-release unit and combining community furlough (work-release).
28. An attempt should be made to maintain this group to the maximum.
29. A detailed study should be made of the procedures and practices in the punishment cell area to provide for more effective supervision of the inmates. Toilet facilities should be provided in punitive cells.

It is noted that there have been a number of surveys made of this institution over the years. Many of the conditions contained herein existed at the time of each visit. The institution is terribly overcrowded, but not without the opportunity to exercise imagination and develop programs, reorganize space, and effect more efficient utilization of staff.

During the study of the Correctional Institution - Hagerstown, the field consultant observed that in his judgment "if corrective action is not taken soon the welfare of inmates and staff is in jeopardy." In other words, the situation is dangerous and merits early attention.

The practice of segregating first offenders by race should be discontinued, since racial segregation of inmates is illegal in the state of Maryland.

There is a need for a survey of the medical and dental program by one or two competent medical and dental experts, as soon as possible, including the organization and administration of the institutional hospital.

C. Recommendations with Support

1. The Classification Committee should have the authority to make final decisions regarding inmate assignments to institutional programs. Also, review actions of Classification Subcommittee and Disciplinary Committee.

Currently, this Committee merely makes recommendations to the Assistant Superintendent in Charge of Security, it does not render final decisions. This responsibility is crucial and should be in the hands of this Committee subject to change only by the Superintendent. All of the critical information regarding an inmate is available to the Committee and it includes experienced, responsible department heads or their representatives. As presently administered this Committee serves in an advisory capacity only. The Manual of Correctional Standards (Chapter 21) recommends that the function of this Committee be clearly delineated in order to emphasize its importance (See page 359). Moreover, only the Committee can properly evaluate the impact of a program assignment on an inmate, not a lone individual whose competence and

principal responsibility lies in the area of security.

2. Institute a systematic reclassification procedure for all inmates.

Currently, reclassifications of inmates are dependent upon requests by inmates or staff members. In order to properly evaluate an inmate's adjustment it is necessary to institute a procedure whereby inmates are automatically seen by the Committee to review the case with him. As stated in the MCS, page 362, "Routinely scheduled reclassification is necessary to make possible the continued integration of the individual's program with all the institutional departments involved."..."reclassification is necessary to guarantee that there will be neither forgotten men in prison nor 'dead-end' placements," or departure from community orientated goals.

3. Abolish the Parole Committee.

Presently, this Committee meets weekly to review the cases of all men four months after admission for parole consideration. This Committee could be abolished and its functions assumed by the Classification Committee. The Classification Committee has a continuing responsibility for inmate evaluation and programming from admission to release. Dividing the responsibility into two different groups hampers the classification process and breaks down continuity.

4. Include the Institutional Parole Officer as a non-voting member of the Classification Committee.

This staff person should participate in the deliberations of the Committee during initial Classification. Since planning for parole should begin when an inmate enters the institution, the Parole Officer's presence should facilitate the planning for parole and to help the Committee reach decisions by contributing information about the inmate's background and plans for release. The Manual (pg. 125) supports this concept. It states, "This process should be initiated soon after a prisoner's arrival."

5. Develop a manual of Classification Procedures to guide Committee actions.

Although the institution has developed an adequate set of forms, there is no recorded set of procedures that can help the Committee members in the decision making process. A manual setting forth the policies and practices of the Committee should be prepared and distributed to all department heads, members of the Committee and classification counselors. This manual will serve also to assist new Committee members who now must rely on the orientation they receive from other members. Moreover, a manual tends to insure that inmates will get fair and equal treatment at the hand of the committee. (MCS p. 352)

6. Develop a classification procedure, create incentive for assignment of inmates to housing units and work details based on clearly delineated criteria, in order to ensure that inmates who make progress will be rewarded.

There is, in effect, now a system for classifying some inmates. First offenders, honor inmates and passive, inadequate

homosexuals are classified separately. However, the bulk of the inmates are assigned rather arbitrarily. For more effective management and control of inmates, additional classification should be made to separate the older, stable, more sophisticated men from the younger, impulsive, acting out inmates as well as men who require special treatment and who are psychiatric cases. Also, an attempt should be made to separate the assaultive, very aggressive inmates from the others. One way to reward inmates with satisfactory records is to provide reduced custody status and more responsible work assignments. Assignments should be made to meet the needs of the inmate. Within the institution, positive rewards should be guaranteed to men who are making progress. It is not possible under the present system to achieve this end. A system of incentives, rewards, and recognitions works wonders with youthful offenders.

7. Coordinate the vocational training in the shops with the academic program so that one complements the other.

Since participation in the education program is voluntary, an inmate who chooses to work in one of the three vocational shops does not necessarily attend academic classes. The Classification Committee should consider coordinating assignments of men to vocational training with academic training. The Manual spells out the suggested criteria for assignment to a vocational training program (MCS 30, pages 494-498). In effect, this procedure may serve to motivate inmates to pursue

their formal academic education because they may understand more clearly the relationship between education and shop training.

8. Expand the program to include a compulsory social education course for the entire population which would involve a three-cycle program: orientation, problems of social education, and pre-release/community furlough.

At the present time approximately 15 percent of the population is involved in academic-education on a voluntary basis. In 1965, for example, of the 484 men who attended school during the year, in academic classes only 91 completed their courses. Moreover, only 22 men received the High School Equivalency Certificate. (See Annual Report dated 9/13/65, page 3.) In October, 1966 approximately 350 were unassigned inmates exclusive of men in segregation and punishment status or in reception. A solid education program for a half-day and a work assignment for a half-day would make it possible to occupy every inmate in the institution. Currently, these young men are idle, discouraged, and confused about their confinement. The Manual (pages 491-492) describes the philosophy and objectives of Social Education, "the major objectives of social education are to help the men through a study of themselves and the society in which they live...to critically examine their basic attitudes and personality patterns and...grow in their ability to readjust their...behavior along the lines of...social adjustment."

9. Replace and repair all of the school furniture including desks, chairs, tables and shelves and repaint all classrooms.

Although learning can take place under most conditions, it is still true that the learning process is facilitated by the availability of proper lighting and fresh air conditions and equipment and supplies. With a minimum of expenditures it is possible to convert a shabby appearing area into a bright, pleasant place to study and learn. This concept is discussed in the Manual (see page 329). It states that the compatibility between the physical plant and reformative methods involves every important detail of design and operation as well. It affects the climate of the learning situation and this is affected by the physical condition of the area.

10. Curriculum guides should be developed for both academic and social education courses.

Currently, there are no lesson plans or curriculum guides in the school. Instead, textbooks only are used. Effective teaching can occur when the instructor is able to adapt his materials to the learning problems of the students. Without proper guides, teachers have no way of organizing the courses properly. Since the inmates are operating at sixth grade level or lower and have Intelligence Levels of less than 100, textbooks would not seem to be appropriate to meet the educational problems of the students. (See Annual Report 9/13/65 pages 3-4.)

11. Introduce use of programmed material and education teaching aids of more recent texts.

There are available programmed texts and other related

material that could be used to motivate the inmates to learn by progressing at their own rates rather than competing with other inmates. The traditional textbooks are not geared to the underachievers and these inmates who are of high school graduate and college age levels have traditionally failed in the community schools. It may be possible to stimulate interest by non-school inmates in this fashion. Also, the text should be geared to adults rather than to children. There are many kinds of materials that are geared to adults which are available on the market today which are more applicable to inmates.

12. All classrooms should have reference material, maps, charts, bulletin boards.

Interest can be generated on the part of students in their work if the classroom is saturated with learning tools and materials. The classrooms, for the most part, were devoid of stimulating, eye appealing, educational materials. The expense involved in purchasing these items is minimal.

13. Explore the availability of federal funds under Title II-B of the Anti-poverty Act for literacy training for additional inmates; also Office of Economic Opportunity funding for civilian teachers--full- and part-time.

Other states have availed themselves of these funds to be used to strengthen the literacy training of the inmates. These funds which are administered through the State Department of Education are not difficult to secure. They provide for salaries of instructors and funds for administration, desks

and teaching aids, and materials including film and projectors. Part-time teachers could be secured from nearby schools to instruct in the evenings. This program would make it possible to expand the training of illiterates. Since about one-fourth of the population of approximately 1,400 inmates could avail themselves of this program, these resources would aid immeasurably the educational services for the inmates.

14. School facilities could be expanded by utilizing rooms available below the hospital (after consolidating medical unit on one floor).

The problem of securing additional classroom space to accommodate an expanded educational program could be resolved by moving the dispensary and other offices on the first floor of the right side of the administration building to the hospital area. The hospital, actually an infirmary, has two large wards. Apparently there is limited use of these areas. One of them could be converted to a dispensary and offices for medical personnel. The enlarged school facilities could be used to accommodate additional students and provide office space for the teachers who do not have office space of their own.

15. Inmates with sentences of six months or less should be considered for assignment to specially designed short-term facilities, or as an alternative, assigned to intensive work/school and counseling programs.

Since there are approximately 200 inmates with short-term sentences who are difficult to integrate into the program, other facilities located elsewhere or on the grounds of the

present institution should be made available for them. In any event, a special program tailored to the problems of these men should be developed which includes work, social education, and group counseling. The presence of so many short-term offenders in the institution complicates the classification process.

16. Improve the present record keeping system to include information on all program changes, disciplinary actions and movements of inmates in and out of the institution.

Inmate folders appear to be well organized. However, they do not have all the pertinent information readily available in them. A chronological account of all decisions regarding the inmate should be recorded in the folder. This information, if placed on a single sheet in front would save time and provide a brief picture of each inmate's adjustment during his institutional career.

17. Hire full-time psychologists whose responsibilities would include psychological examination of all new admissions, staff supervision and training and therapy with disturbed inmates and difficult adjustment cases.

Although ideally more than three full-time psychologists would be necessary to deal with the total population, since there are more than 1,000 inmates present, these three professionally trained psychologists with a minimum of a Master's degree together with the psychiatrist and the classification counselors would be sufficient to carry out the diagnostic

and treatment functions of the institution. The Manual (MCP p. 425) suggests that this team be responsible for not more than 600 inmates, this staffing pattern could represent the nucleus of a full-staffed program.. This team could enable each new admission to receive a psychological workup, provide for a more extensive psychological testing program, provide intensive psychotherapy, probably group therapy for the specialized inmates who are difficult adjustment cases.

18. Establish a group counseling program for inmates assigned by the Classification Committee, supervised by a psychologist or psychiatrist and conducted by correction officers, work supervisors and classification counselors.

As the Manual points out (page 332), "There is considerable untapped potential in the large numbers of institutional personnel who can have major impact on relieving inmate tensions and contributing to ultimate social readjustment of offenders." (MCS p. 426). This group counseling program could be conducted by correction officers, classification counselors and other interested employees. Under the supervision of a trained psychologist, this program could very easily have a great positive impact on the total inmate population and on correctional staff as well. At the present time it is difficult to determine contacts between inmates and professional staff since no records are routinely kept of this activity; however, it is reasonable to assume from interviews with inmates that they are relatively few because of the excessive overcrowding and present organization of the

staff. On a weekly basis, in groups of from 8 to 12 inmates (MCS page 426), it is possible to maintain treatment contacts with a substantial proportion of the population.

19. Develop a recording procedure for all therapy and casework contacts as well as periodic reports of participation of each inmate in therapy programs.

In order to evaluate the treatment program it is imperative that records and systematic reports be kept of all therapy contacts. Also, periodic reports of progress or lack of it in the treatment program is required. The Classification Committee is hampered in its efforts to evaluate an inmate's adjustment without this information. However, the Superintendent will be in a more advantageous position to evaluate and communicate data about the program to the Central Office in monthly and annual reports, if these reports are maintained. (MCS pp. 221-223). Currently, no records are kept of inmate contacts with the Classification Counselors. This information system is of great value in preparing budgets and in making recommendations for program planning.

20. Establish a social work position for a trained graduate social worker at a salary level commensurate with existing ranges to provide supervision for the classification counselors.

At the present time, the Counselors operate under the direction of the Classification Supervisor. It is an impossible assignment because of the work load of this supervisor and because his position does not require professional training. By hiring a professional social worker, these counselors would

be able to improve their casework services to inmates under his direction, and at the same time perform more direct, increased and effective relationships with the inmates. The case load would be approximately 150 inmates per case worker which is the minimum standard suggested. (MCS page 429)

21. Opportunities should be developed for the professional development of the staff in nearby colleges and for their participation in in-service training programs.

The present counselor staff consists of college trained personnel. In order to further their professional development and to increase their effectiveness, funds should be provided and time allotted for their participation on training seminars, college courses and attendance at professional conventions. The Junior College at Hagerstown could be consulted and the University of Maryland Department of Sociology could be asked to arrange for extension courses, possibly at the institution, local high school or other nearby facilities.

22. Procedures should be instituted whereby the Disciplinary Committee has the opportunity to refer special cases to the Classification Committee for its consideration.

Currently the disciplinary committee which meets three times each week operates within a fairly rigid system of actions in cases of inmates who break rules. In no instance could a case be found which had been referred to the Classification Committee for review. Obviously, there are inmates who come to the attention of the disciplinary committee

constantly or who get involved in a rather serious offense. These cases should be examined in detail by the Classification Committee for possible reassignment to a new program. In order to assist these inmates it would be helpful, if in selected cases, the disciplinary committee would make review referrals to the Classification Committee. Disciplinary Committee, like the Classification Sub-committee, is an important of the total treatment process.

23. The present practice of rotating all members of the Disciplinary Committee each time it meets should be modified so that one or two members are assigned for fixed periods of time, in order to provide continuity.

At present there is no way of insuring continuity in the implementation of the policies of the disciplinary committee because there is constant turnover in this group. It would be worthwhile to modify the composition of this group so that assignments, particularly in the senior correctional position be made for fixed periods of time to insure continuity of practice. The committee representatives seem to be adequate. However, the rules of the members should be more clearly spelled out. It appears that the classification counselor who sits on this committee functions principally as a secretary to record decisions which are made by the senior correctional officer.

24. Disciplinary committee hearings should be conducted with greater dignity, and free of interruptions and other interferences.

The hearings of the disciplinary committee should be

conducted in an area free from interruptions. Also, procedures should be implemented which prevent other inmates from being present during hearings if they are not involved in the cases under consideration. Also, the present practice of holding inmates who are to be heard by this committee, congregating outside the door of the hearing room, should be abolished.

25. A careful review should be made of the present practice of the disciplinary committee of taking away good conduct time from most inmates who appear before them as well as denying many inmates the opportunity to earn industrial time for one month. Separate misconduct into major and minor. Minor should be handled on the spot largely through the council.

Apparently the alternatives available to the disciplinary committee in handling rule violators are somewhat restricted. In an overwhelming majority of the cases after verbal reprimand, decisions included some combination of the following elements (1) loss of good conduct time (2) loss of movies (3) loss of industrial time to be earned in the following month (4) confinement to the tier or to the punishment cells. The indiscriminate practice of taking away an inmate's good conduct time and denying him time which he has not yet earned would seem to mitigate against motivating inmates to work and to become self-disciplined. This practice would discourage inmates from carrying out assignments since apparently it is so easy to lose earned time. This is reflected to some degree in the fact that during the month of October there were 50 cases of inmates who refused to work. This would appear to be an

unusually high number of such cases. Also, this practice fails to communicate to the inmate the fact that the institution differentiates clearly between minor and major infractions of the rules. In this connection, during the month of October, there were 118 cases of assault, including fighting, out of approximately 400 cases. This is a relatively high number of acting-out cases. Probably it is a reflection, in some measure, of the attitudes of the inmates toward the disciplinary committee which should be one of respect, the outgrowth of a professional setting.

26. Consideration should be given to consolidating the medical services and facilities on one floor in the hospital.

As indicated above, serious consideration should be given to consolidating the medical facilities. Currently these are spread out over several floors. More adequate use of space in an institution, which is very badly overcrowded and in need of offices, requires that this matter be given immediate attention. Coordination of these services would also make available additional space for a treatment staff. For example, since the medical facilities do not encompass a hospital, but an infirmary, one of the two unused wards could be reconverted into examination rooms and other space for the medical staff.

27. Consideration should be given the expansion of the present program to include work and group counseling for the inmates in the pre-release unit and combining community furlough (work-release).

The Pre-release Center program is an excellent program, one which is administered by dedicated staff who obviously have given serious consideration to planning the program and establishing procedures. However, some thought should be given the establishment of a work program as well as a group counseling program to supplement the existing program of social education. Moreover in planning expansion of this unit, consideration should be given to building a large recreation area which would be available to inmates at appropriate times. Use of dining rooms as a recreation area is not good. It would be relatively simple to initiate a group counseling program. The counselor and the correctional sergeant in charge of this unit have established excellent rapport with inmates and with one another, so that developing group meetings with inmates on a regular basis to discuss their present and anticipated problems is feasible. The absence of a work program in a pre-release unit where inmates spend approximately four weeks is not in keeping with the current thinking about the role of work in the lives of youthful offenders. Admittedly, the relative isolation and location of this unit might make it difficult to develop a work program but with some ingenuity it should be possible to do so.

28. An attempt should be made to maintain the population in this unit to the maximum.

The work-release program seems to be functioning satisfactorily. However, during the time of the survey there were only 18 inmates on the program. According to the staff

there were more jobs available. In view of the serious overcrowding and the presence of vacancies in this program, a concentrated effort should be made to find inmates in this institution who could be assigned to this program. An improvement of the Classification Committee procedures as suggested above would facilitate the implementation of this suggestion. It is urged the pre-release and work-release units be combined into a single unit. One program complements the other and both are important to post-release success.

29. A detailed study should be made of the procedures and practices in the punishment cell area to provide for more effective supervision of the inmates. Toilet facilities should be provided in punitive cells.

The location of the punishment cells and the procedures for supervising this area require immediate attention. The present practice of completely isolating these inmates so that even the officer assigned to this area has difficulty gaining access should be reviewed and reorganized. It is entirely possible for an inmate in one of these cells to inflict injury unknown to anyone. Also, the fact that inmates are assigned indefinitely to punishment cells by the disciplinary committee is a practice which should be promptly eliminated. Currently, inmates in this status are returned to the population solely at the discretion of the assistant superintendent in charge of security. This practice can lead to arbitrary decisions being made without reference to the particular problems of the inmate or the policies of the institution. The disciplinary

committee should review at every hearing those cases undergoing discipline and if in their judgment the need of the individual has been met he should be released.

Boys and young adults comprise the population of the correctional institution. They come from a variety of backgrounds embracing all manner of conditioning. They are largely undisciplined, impulsive, and recognize only the "rule of the gang." Secretly they want to change, but fear ridicule by their peers. Harsh and abusive treatment fortifies their anti-authoritative stand, and deepens disrespect for accepted social mores. Whereas a regular exposure to respect for the rights, privileges and property of others; consideration and warmth of friendship tend to affect change by example.

Disciplinary measure should be indefinite but subject to regular and frequent review.

CORRECTIONAL INSTITUTION FOR WOMEN - JESSUP

A. Description

This institution has a normal capacity of 185 and receives felons and misdemeanants 16 and older. They are committed to serve a definite or indeterminate sentences.

Briefly, out of 235 inmates in residence July 1, 1965 to June 30, 1966, 37 per cent were on definite sentences; 90 per cent were serving one year or less. Of the indeterminate sentences 25 per cent were for less than one year. The average length of stay is less than 9 months. The Correctional

Institution for Women can be considered a short-term institution for a majority of the population. Approximately one-third of the total population have no known record of previous convictions. The majority of offenders are misdemeanants. 70 per cent of the population is Negro and the superintendent estimates over half are narcotics users.

The Correctional Institution for Women consists of cottages of colonial brick architecture located on two sides of a mall, with the Administration Building and Chapel located at either end. Each cottage is a complete unit with individual rooms on two floors and kitchen, dining room and recreation room located on the ground or "basement floor".

Horigan Cottage houses the hospital, a small dormitory, and the detention area. It also serves as the Reception Cottage for all new admissions. On the ground floor of this cottage is a craft room which serves as a daily work department.

In addition to inmates, Lane Cottage also houses the Library and School. The Library and one small school room is located on the ground floor and there is one other school room on the second floor.

An industrial building, power house, garage and small chicken house complete the complex.

A truck garden of approximately 15 acres is worked during the summer months and the produce which is not eaten fresh, is canned for winter use. The Cannery occupies an end section of the Industrial Building and is adequately equipped for the type of "home canning" which is done there.

Flags and hospital garments for other institutions are produced as well as inmate clothing for this institution.

A well-equipped laundry occupies the ground floor area of one of these buildings and laundry is done for institutions.

Vocational training (used in the very broad sense) is carried on in the following work departments:

General cleaning and maintenance.

Sewing (state use) - cutting and sewing of flags,
hospital garments, skirts and dresses

Hobby-Craft - knitting, sewing, making of novelty items

Laundry - mangle, two presses, hand ironing, washers,
extractors and dryers

Clerical work - two girls in two offices.

Kitchen helpers - (in each cottage) in cooking, baking
and food services

Truck gardening - canning and care of approximately
100 chickens

In the winter the canning room is used as a specialty bake shop. Six to eight girls work under an instructor, baking cookies which are boxed and sold in the community and State Office Building. Inmate wages come from the profits and remainder is put in the inmate welfare fund. Some 4,000 boxes are sold at holiday periods, through an advance order system. Special pastries for the cottage kitchens are produced here during the slack periods, so in a way this could be considered as a "bake shop" six months of the year.

The furnishings of the individual inmates rooms are adequate but plain and unattractive. There is little evidence of encouragement of a woman's "home-making" instinct.

The physical arrangement of Horigan is an "administrative headache". The detention area is located in one wing of the second floor and four maximum cells are located in the end of a six-bed dormitory in another wing on the same floor. Inmates who are being taken to detention must pass through the halls of the receiving building. If there is a struggle or protest, new admissions are exposed to the scene. Noisy, uncontrolled inmates in the detention cells provide a poor indoctrination for the new and impressionable inmate who is filled with apprehension and fears of the unknown. The walls of the detention rooms are of glazed tile, but the ceilings are perforated metal squares and there is evidence that these have been removed. One ceiling has been replaced with plaster. Should a girl "break-up" a detention room, she is transferred to one of the maximum cells and must pass through the new admission dormitory.

The Infirmary, located on the main floor of Horigan is unattractive, inadequate, inefficiently arranged and drastically understaffed. The Doctor holds clinic twice a week, one nurse is employed during the daytime hours five days per week and there is no coverage from 4 P.M. to 8 P.M. nor on weekends or holidays. Two inmates (helpers) are responsible during those hours. Considerable use is made of the out-patient clinic at the University Hospital. Pregnant girls are seen there weekly until admitted to the University Hospital for delivery. Placement of the baby from the hospital is supervised by the

Department of Public Welfare. Plans are worked out in advance by the Classification Supervisor. There are approximately 10 births per year.

Trips to the University Hospital are made daily and a cottage officer must be assigned for these trips when they occur. One officer drives often three or four girls in a State car. This should be equipped with a radio-telephone in case any emergency arises. Unruly inmates are taken to the clinic by State Police.

There is no regular inspection of the cottage kitchens by the institution health department or by a cottage supervisor. One cannot always judge on a three day visit, but the cleanliness of the kitchens leaves much to be desired. The contract exterminator was observed on his rounds.

Dishes are hand-washed and dried and lack the advantage of 180 degree water as used in commercial dishwashers.

The menus are planned by the Storekeeper and all purchase orders originate here. A daily food budget per capita of 54¢ plus \$.035 for farm produce is low for a small institution with de-centralized kitchens and the menus tend to lack variety. Meat appeared once a day and often at both dinner and supper.

Food is important to prison morale, consequently, food planning should be done by a Dietitian. She could also supervise food preparation in the kitchens and develop this into a training program. The calibre of culinary training as it is now depends upon the officer in charge.

The need for an organized recreational program should be stressed. It would certainly afford an outlet for pent-up energies of this youthful population and, if properly channeled, could turn some of these destructive energies into constructive channels.

Purpose

The purpose of the institution was summed up in this statement. "To prepare the inmates to return to the community and lead successful lives. Accomplished through:

1. Giving individual attention to the inmate and her personal problems.
2. Assist in development of new attitudes and values.
3. Develop respect for authority, for order, and for structure.
4. Helping her to grow out of her 'self-centeredness'."

Certainly, the attitude of the administration and those of staff members is concentrated on concern for the individual inmate. The institution is "treatment oriented", but the treatment program is in need of direction and leadership.

There is a friendly spirit between inmates and staff members. The informal counsel and guidance by correction officers is commendable.

Staff

All employees are appointed through the merit system except the Superintendent and Assistant Superintendent.

\ These are appointed by the Commissioner of Correction.

At the time of the study visit, there were 8 vacancies in the cottage officers complement and one vacancy on the nursing staff. Because of the vacancies, the four cottage supervisors were not performing as supervisors. The Superintendent has requested five additional cottage officers, two additional cottage supervisors, one additional male for maintenance, and a supervisor of Food Services.

Staff members are recruited through the merit system via competitive examinations. These exams are given at regular intervals and certification to the list occurs in 3 to 4 weeks after the examination has been given. This list is forwarded to the institution and the Superintendent sets up the interview with the applicants. Present at the interview is the Superintendent, Assistant Superintendent, Classification Supervisor and the personnel representative from the Department of Correction. An interview rating sheet is kept by each interviewer and decisions to accept or reject are made by the committee. Graduation from high school is required of custodial personnel. Employee guidance and efficiency rating forms are completed yearly and forwarded to the Central Office. Attention is called to disparity of pay scales between male and female employees. Superintendent - 6 scales below Superintendent of Male Prison. Assistant Superintendent - 5 scales below Assistant Superintendent of Male Prison. The female Superintendent is one scale below the Assistant Warden in male institutions. Cottage officers - 2 scales below male correction officer. A starting salary with no increment for four years

is a handicap to recruitment and is discouraging to present employees.

Operations

The Superintendent has a good grasp of budget and budgetary needs. The financial records are maintained by a chief account clerk who supervises a staff of four clerks.

Inmate funds are deposited to the individual accounts. A Canteen located in the Admission Building is open one day per week. Girls are permitted to go to the Canteen to do their shopping. The Canteen carries a fairly wide assortment of personal necessities. Inmates would like to have the Canteen open daily. Canteen operated by the account clerk.

The annual per capita cost \$2,705.

The daily per capita cost \$7.41.

The daily per capita food cost \$.5737.

Appropriation of food is 54¢ daily. Farm produce figured at \$.03 daily per person. An average of ten male inmates are assigned from House of Correction to assist in maintenance and their wages are paid by the institution.

Individual folders on personnel are maintained. Yearly rating sheets are completed by supervisors, reviewed by the Assistant Superintendent and the Superintendent who adds comments.

The Institution checks former employers of applicants and makes reference to State Police for a neighborhood investigation. Education is not verified.

Training

A formalized program of training for personnel is non-existent. Cottage officers are trained "on-the-job" by other cottage officers for one week. An effort is made to place the new employee with an experienced officer. The Superintendent holds monthly staff meetings with cottage officers. Attendance is not compulsory, but is expected. All but four cottage officers have attended one or more of these meetings which are from 1 1/2 to 2 hours in length.

Local problems, policy changes, new programs, etc. and occasionally an outside speaker make up the agenda.

Community Relationships

The Superintendent and personnel enjoy good relationships with the community.

Volunteers from Alcoholic Anonymous and from church groups visit frequently. The Zenith Club, which is composed of business and professional women has adopted this institution and its inmates as their special project. Members are "pen-pals" to selected inmates. The club sponsors entertainment and picnics, collects used clothing from which inmates select their "release outfits" and individual members "follow through" when her pen-pal is released. The Superintendent feels she can rely on this group, and that the members are valuable to the program.

Improvements

The Superintendent has requested a building to house administrative offices, school rooms, and detention rooms. Plans have been drawn. The design calls for 18 inside detention rooms with separate recreation yard adjoining this wing. This building is much needed and hopefully will soon become a reality.

The Superintendent plans to re-establish the work-release program. A bad experience this past summer resulted in unfavorable publicity and the program was halted temporarily.

Future plans call for a pre-release center or half-way house. The Superintendent is desirous of providing a gradual release to the community. She would like for this house to be tied in closely with the institution program and supervision. One of her greatest concerns is lack of desirable housing facilities and job opportunities for the girls released to the community.

Maryland does not give "gate money" to releasees, and this limits the job placement opportunities for the girl who should not return to the home situation or for those with no home.

B. Recommendations

1. New construction to include Administrative Offices, school facilities, detention wing with enclosed recreation yard and indoor recreation area.

2. Male perimeter patrol.
3. Food Service Supervisor.
4. Additional Maintenance Personnel.
5. Additional Nursing Personnel (Registered).
6. Leadership Training Course of Supervisors.
7. Establish a recruitment program for qualified personnel, open promotional lines to administrative positions.
8. It is recommended that some staff members have casework training.
9. It is recommended that a director of education and a remedial reading teacher be provided.
10. It is recommended that a full-time recreation director be authorized.
11. It is recommended that a part-time licensed cosmetologist be authorized.
12. It is recommended that department heads participate in the orientation process and personally discuss their specialty with all new inmates.
13. It is recommended that the classification committee more actively develop a program for each inmate based on her individual needs.
14. It is recommended that vocational training programs in cosmetology, clerical skills and restaurant services be developed.
15. It is recommended that an active program of staff training be undertaken aimed at developing an acceptance of modern correctional philosophy and techniques on the part of staff.
16. It is recommended that plans be developed that will provide a more active work-release program for inmates.
17. It is recommended that a program emphasizing home-making and social education be developed and required of all inmates.

C. Recommendations with Support

1. New construction to include Administrative Offices, school facilities, detention wing with enclosed recreation yard and indoor recreation area.

This has been proposed and plans have been drawn, but money not yet appropriated. This building is urgently needed in order to provide:

Offices for administrative personnel.

New school rooms with adequate equipment and lighting.

Detention facilities for obstreperous or disturbed inmates in a separate building. The present location of detention in the same building with new admissions is deplorable.

It is recommended that the Department of Correction re-evaluate these plans and include the detention unit. It is felt that it is inappropriate to house the detention facility in the same building with the treatment program. The problems of inmate management, contraband, vocal and physical disruption can inhibit the effect of the various treatment activities. It is suggested that it is poor economy to save a few dollars in physical construction at the expense of a much greater loss in treatment and program effectiveness.

2. Male perimeter patrol.

This is an open institution. The parking lot lies across the road from the tennis courts and ball field. Trucks driven by inmates from neighboring institutions deliver laundry, vegetables, etc. Visitors are screened in the

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visiting room but they may have left a carload of undesirables in the parking lot a short distance away.

A male guard to check cars and trucks and to stand watch at the entrance of the institution grounds on two shifts would give the administration a much needed security protection.

Women's institutions are not dependent on locks and bars, but they need to keep undesirables out.

3. Food Service Supervisor.

An account clerk with no training in foods, is now handling this important post.

A competent dietitian is recommended to plan the menus and to supervise the four kitchens in these cottages.

Good supervision would result in more varied menus and cleaner kitchens as well as an improved training program for inmates.

It is suggested that thought be given to including dining-kitchen facilities in the new building, thus making the present 4 kitchens-dining areas available for other use (space study).

4. Additional Maintenance Personnel.

One maintenance man, even with inmate help from the House of Correction, cannot keep up with the needed repairs.

There are so many evidences of trying to "get along on a shoe string", unfinished repairs to showers, toilets, interiors badly in need of paint, leaking roofs and floors in

need of repair.

The Superintendent is aware of these needs but lacks the money and help to do anything about them.

5. Additional Nursing Personnel (Registered).

There is inadequate nursing coverage. Inmate attendants only on duty from 4 p.m. to 8 a.m. Inmates also cover the infirmary on weekends and holidays.

At the present time there is no medical staff available to the institution after 4 p.m. each day. An additional nurse should be scheduled during the evening hours who could handle the various medical problems that arise. These are now handled by phone, ignored, or by transporting an ill inmate to Baltimore. The single nurse presently available does not have time to inspect the kitchens for hygienic conditions or to daily visit all inmates in detention. Both of these are important responsibilities of the medical department. An evening nurse could also contribute to programs concerning child care and personal hygiene.

The minimum requirement for this population is one nurse on duty on each shift.

6. Leadership Training Course of Supervisors.

The table of organization calls for four cottage supervisors. They are not serving as such.

If qualified, supervisors should assume responsibility for the routine cottage and work assignment operations

during any given shift. In case of difficulty, the supervisor on duty should be called rather than the Superintendent, as is now the case.

There is no clear cut chain of command and this whole area of management needs to be studied and developed.

7. Establish a recruitment program for qualified personnel, open promotional lines to administrative positions.

There appears to be no one in the organization who is being groomed for promotion. It is essentially a "one-man shop". There needs to be an assessment of management training needs, and an effort to recruit potential executive talent.

8. It is recommended that some staff members have casework training.

The objective of a classification program is the development of an integrated and realistic program of treatment for the individual inmate. In order for this to be accomplished, staff members must be available who have knowledge of human behavior, of treatment techniques and who have the ability to integrate programs in a realistic way. These skills are particularly the capability of trained social workers. It is acknowledged that all staff members of a classification unit do not have to be social workers, but it is also recognized that it is imperative to have such professional staff to carry out the necessary casework services.

At the present time, there is not a single trained social worker at the institution and, consequently casework

services are practically unknown. Such trained workers could also conduct group counseling, be responsible for the orientation program and be involved in staff training.

9. It is recommended that a director of education and a remedial reading teacher be provided.

The education program at the institution is in dire need of direction and support. A director of education could offer assistance to individual teachers, develop curriculum material and assist in integrating the educational program into the total activity of the institution. An important part of this program is an improved reading program. Approximately one-third of the inmates read at or below the 5th grade level, and there is no staff member currently available who is trained in the teaching of reading. Since reading is the basis on which most other educational and training programs are based, it is imperative that corrective action be taken to improve this program.

10. It is recommended that a full-time recreation director be authorized.

Recreation is recognized as an important part of the treatment process. Not only does it alleviate the dull monotony of prison life and act as a safety valve for the release of pent-up energies, but it is an important part of any mental health program. There is no person responsible for the program at the institution and, consequently, it is a very haphazard operation. For example, the Superintendent must operate the movie projector and supervise any special

program or activity. The key to the success of any recreation program is the quality of leadership and direction that it receives. This direction should come from a full-time fully qualified recreation supervisor who has a college degree in recreation or physical education. The program should include arts and crafts, cultural activities, athletic programs and activities aimed at improving the physical condition of the inmates.

11. It is recommended that a part-time licensed cosmetologist be authorized the institution.

An equipped cosmetology shop is currently at the institution, but no licensed operator available. An operator could develop a program leading to the licensing of an inmate who successfully completes the program. In addition, morale would be greatly improved. The State of Maryland has provisions for licensing such shops in institutions and the State employment service has indicated that there are many job vacancies available for licensed operators. This is an opportunity to materially improve the rehabilitation program at the institution with a minimum expenditure of funds. It should not be overlooked.

12. It is recommended that department heads participate in the orientation process and personally discuss their specialty with all new inmates.

The reception-orientation program of an institution may well be the most important period during an inmate's stay.

This period can have a major influence on later adjustment, developing the proper attitudes and relieving the fears and anxieties that any new inmate faces. To accomplish the objectives of orientation, staff members from the various departments should meet with the inmates as a group and not only give them information about specific programs, but encourage new inmates to raise the innumerable questions which they have in their minds.

Orientation should be spaced throughout the week or ten-day period and should be so scheduled that sessions can be extended as warranted. There is a need for well-organized activity programs during this period since many inmates have spent considerable time in jail awaiting trial or commitment. This may include counseling sessions, recreation, tours of the institution, as well as the regular activities. Correctional staff should be trained to make and record observations during this period since anxiety and stress may provoke meaningful incidences.

13. It is recommended that the Classification Committee more actively develop a program for each inmate based on her individual needs.

The purpose of the classification meeting is to develop a program for and with the inmate which will be realistically directed towards her rehabilitation. In order to do this, the Committee needs information concerning the inmate's social history, educational background, state of health, vocational experiences and any significant personality factors that the

psychologist or psychiatrist may have found. The inmate should participate in the planning of her own program since one which is imposed on her will not be as well-accepted as one in which she feels she has a part.

Utilizing all available information, the Committee's recommendations should include the appropriate cottage placement, the degree of custody, work assignments, recommendations relating to the academic program, the need for psychological or psychiatric assistance and may well include recommendations concerning the Chaplain's or the recreation director's programs. The important point, however, is to remember that each program should be individually tailored to meet the needs of the inmate. With an appropriate treatment staff, the Maryland Correctional Institution for Women can certainly provide such planning for its 175 inmates.

14. It is recommended that vocational training programs in cosmetology, clerical skills and restaurant services be developed.

The vocational training program is very limited at the institution at the present time. Little training is offered that would prepare an inmate for a job upon return to the community. With a minimum outlay of funds, programs in cosmetology, clerical skills and restaurant services can be developed at the institution.

As was previously noted, an equipped cosmetology shop is available. With the addition of a trained instructor, an adequate program can be developed. A program in clerical

skills can be developed and operated within the education department. It is recommended that the next teacher vacancy be filled by a business education major who not only can develop and supervise a training program in typing, shorthand and office management, but can also teach English and supervise the library. Each of the four cottages has its own kitchen and dining area that would provide the facilities for a restaurant services program. Instruction in the work of the waitress, the short-order cook and other similar activities can be provided within the current setting. Currently, there are numerous job opportunities in all of these areas in the State of Maryland and surrounding areas.

15. It is recommended that an active program of staff training be undertaken aimed at developing an acceptance of modern correctional philosophy and techniques on the part of staff.

The staff of any institution is the most important element of an appropriate rehabilitation program. In order for the staff to do the job that is required of them, it is imperative that an active staff training and development program be functioning at the institution. At the present time there is no organized staff training program at the Correctional Institution for Women. A new correctional officer, upon joining the staff of the institution, does not go through an organized training course. The new officer learns from working with a more experienced officer and her attitudes concerning treatment and procedures are modified by those from whom she is gaining experience.

It is recommended that the training responsibility be assigned to a qualified staff member and that a training committee, composed of treatment and custodial staff, be developed. This committee would have the responsibility for developing an orientation program for new staff as well as continuous training in the various skills and knowledges that are important in correctional work. Selected members of the staff such as the psychologist, education officer and social workers can carry certain staff training responsibilities. In addition, staff from other nearby institutions and consultants from universities and private agencies may be utilized. The atmosphere currently at the institution is not as rehabilitation oriented as is desirable. The only way for this to be overcome is through an active staff development program.

16. It is recommended that plans be developed that will provide a more active work-release program for inmates.

The work-release program at the institution has been stopped for some months. The administration is just now planning to revive it. Currently, for an inmate to be involved in the program, she must have a full-time, five-day-a-week job. It is recommended that this requirement be modified to allow an inmate to only work several days each week. Some inmates are not ready for a full-time job, together with the fact that many more work opportunities are available when full-time requirements are not adhered to. It is also recommended that the possibility of providing bus transportation to and from

Baltimore each day be explored. It is the impression of knowledgeable employment service people in the State that such a program would have merit. In addition, a half-way house should be provided in the Baltimore area primarily for those inmates who can participate in the work-release program and only have a few months remaining on their sentences.

17. It is recommended that a program emphasizing home-making and social education be developed and required of all inmates.

The vast majority of the women at the institution have children and have had or will have the responsibility of maintaining a home. It would be most beneficial for a training program in household management, food preparation and child care be offered to all inmates. In addition, instruction in personal grooming can be offered through facilities that are currently available. A program of social education should be offered through the department of education emphasizing the rights and responsibilities of citizenship, inter-personal relationships and how to succeed on a job. It is proposed that this course of instruction be required of all inmates prior to their release.

General Comments

It is not the desire to leave the impression the institution is not in good hands. A relaxed, friendly and

healthy atmosphere is apparent.

Unfortunately, delegation of authority with responsibility is not being done by the management.

Accordingly, too much authority rests with the Classification Office. This may well be the reason why the lines of authority are not clearly drawn and why the Superintendent has found it necessary to personally handle many routine problems which would normally be referred to a supervisor. Inspiration is a fundamental lack in our prisons today. It requires imagination, intelligent planning, staff stimulation, inmate cooperation and that vague quality, hard to define--dynamic leadership.

The exercise of disciplinary authority is so vital to administration of institutions, both from the standpoint of public relations and treatment of inmates, that the types of disciplinary measures authorized should be established and strictly controlled by the Central Office.

On the whole, inmate discipline is handled in a humane manner, but little thought is given to personality and circumstance. The opinion is ventured that the disciplinary committee functions well, but reservations are entertained regarding loss of recreation privileges for minor infractions. It appears that the committee feels uncomfortable with counsel and reprimand unless accompanied by a form of punishment or loss of privileges. Perhaps there is undue concern over "backing the officer".

Correctional Camp Units

A. Description

The Maryland Correctional Camp Units consist of four camp units and one correctional camp unit center under the administration of a Director who reports directly to the Maryland Commissioner of Correction. These five installations are comparatively new, having been constructed since 1960. Staffing has very recently been augmented and it is too soon to evaluate the change. As recently as 1960, the camp units had outdoor toilet facilities and a silent system during meals. Also the camp units had compulsory church attendance on Sundays. Until the staff augmentation several weeks ago, the Correctional Camp Unit Director was the only administrative person for the camp unit. In spite of this lack of help, considerable informal on-the-job training was accomplished.

The specifications for all classes of jobs in the camp unit is average or higher. Salaries are commensurate with the specifications, skills and education. There is not a recruitment problem for the camp units.

Correctional Camp Center - Jessup

The Center is one large two-story building constructed of cement block with red brick facing, completely surrounded by a 14-foot chain link fence with three strands of barbed wire at the top. Constructed in 1966, it is very attractive and modern in appearance with adequate grounds for a softball diamond and basketball court.

The capacity is 504 inmates with a current count of 276. There are 12 dormitories, each housing 45 men, plus four dayrooms, each measuring about 40 to 60 feet. Showers and toilets are adjacent to the dormitories. One large dining room with four-place tables and a capacity of 270 is in operation. Plans are being made to schedule two feeding times for each meal when the Center is at full capacity.

No data are compiled on the characteristics of the inmate population. However, staff members estimate that inmates range from 18 to 60 years old, with an average of about 29 years. About 15 per cent are Caucasian and 85 per cent are Negro. An estimated ten per cent are illiterate or below the fourth grade level. Of the 276 in the current population, 201 were received from the Maryland House of Corrections. These misdemeanants have from 90 days to two years remaining to serve on such charges as non-support, bastardy, vagrancy and assault. Seventy-five were received from the Penitentiary with much longer time to serve for offenses usually described as felonies.

The staff complement at the Center is divided into two groups: Administrative for the total camp unit system, and Supervisory for the Center inmate population. No key staff vacancies existed at the Center or any of the camp units.

Inmate Work Assignments:

	<u>No. of Inmates</u>
Glyndon State Roads Garage	6
Kingsville State Roads Garage	10
Bureau of Landscaping	7
Glen Burnie State Roads Garage	9

Operations Shop State Roads Commission	6	
Women's Reformatory	9	
State Office Building, Baltimore	3	
State House, Annapolis	14	
University Hospital, Baltimore	10	
Harbor Tunnel	21	
College Park - University of Maryland	<u>55</u>	150
Camp Center Dietary Service	20	
Camp Center Maintenance and Janitors	37	
Administration	13	
		70
Work Release Program		<u>51</u>
Total Camp Unit Count		<u>271</u>

A brief visit to several work sites resulted in the following observations:

The Work Crews assigned to State Roads and Forestry and Parks perform unskilled manual labor. They appear to be well supervised with no major incidents reported. The 21 men assigned to the Harbor Tunnel periodically wash down the tunnel walls and do general clean up in the area under fair supervision. The 55 inmates assigned to janitorial service at the University of Maryland, College Park, Maryland, are transported to the site by one officer and then divided into small groups and dispersed throughout the institution under the general supervision of University employees. This takes place during the normal school day while thousands of students are on campus. No serious incidents have been reported. Nevertheless, this is a dangerous situation. The ten inmates assigned

to the University Hospital in downtown Baltimore perform janitorial work under the supervision of one officer. The inmates are assigned to different floors and in the words of one officer, "Only God knows where they are." The nine inmates assigned to the Women's Reformatory perform skilled maintenance work and are supervised by a male employer from the reformatory. This is not adequate.

Southern Maryland Correctional Camp Unit

The southern unit is one large cement block and red brick building situated on a hill with no perimeter fence and several close neighbors. It was constructed in 1963 and is modern in design, beautiful in appearance and not immediately recognizable as a correctional installation. Grounds cover 109 acres with ample room for sports facilities. The building is designed to house 120 minimum custody inmates. The current count is 95. There are three dormitories, each housing 40 inmates, a large recreation room, a multi-purpose room for religious services and other activities, and a dining room and kitchen with modern stainless steel equipment. Shower rooms and toilets are adjacent to the dormitory.

There are no figures available on the average inmate, movement in and out of the camp unit, work production or skills. Staff estimate that 75 per cent of the population is Negro and

25 per cent Caucasian. No racial problems of a management nature were indicated, and it was noted that Negro inmates hold some of the more responsible key assignments. Average age is estimated at 25 to 35 years with a range from 19 years to 70 years.

The average stay in a camp unit is judged to be from five to nine months. Thirty-three inmates with felony-type offenses were received from the Maryland Penitentiary, and 62 with shorter terms came from the Maryland House of Corrections.

Most inmates assigned to this camp unit work for the State Roads Department doing manual labor and general clean-up work. They are paid 25¢ per day.

Thirty-four men are assigned on a night detail to the University of Maryland, providing janitorial service, also for wages of 25¢ a day. This crew is transported to the University in a bus under supervision of one officer. On-the-job supervision is provided by foremen employed by the University. The hours of work are 11:00 P.M. to 7:00 A.M. Staff report only a few minor incidents of misbehavior. Work gangs are generally given a "pat frisk" when returning to the camp unit and a "skin search" about once a month.

Some men from this camp are employed by local tobacco farmers on a seasonal basis. The county agricultural agent selects the farms on which inmates work. Wages are paid through the local farmers cooperative organization. Inmates

receive 25¢ per day. They are transported and supervised by the individual farmers.

Fourteen men are employed in a local sawmill at prevailing wages, under the Work Release Program. Their paychecks are deposited with the camp unit supervisor. A total of \$2.50 per day is deducted to cover room, board, and transportation costs. The balance is then budgeted and managed by the camp unit staff for the individual inmate.

Correctional Camp Unit - Poplar Hill

Poplar Hill Camp Unit is a single building of concrete block and red brick located on 245 acres of land, of which 147 acres have been cleared for a state operated farm project. It was constructed in 1960. There are four dormitories, each housing 42 inmates. Showers and toilets are adjacent to the dormitories. The structure is modern in design with adequate space for indoor recreation, church services, offices and storage. There is also a single large dining room with four-place tables and a well equipped kitchen.

The camp unit capacity is 188, with a current population of 141. Seventy-four inmates are serving commitments from the Maryland House of Corrections and 67 are serving long-term commitments from the Penitentiary.

An effort is made to assign long-term commitments to this camp unit because it is located comparatively far from the camp unit center. Staff estimate the average inmate stay is 18 months, but less than one year would seem more likely.

Approximately 75 per cent of the inmates are Negro

and 25 per cent Caucasian. Average age is estimated at 28 years, with a range from 19 to 70 years.

Thirty-two inmates work on state roads and 41 are employed in forestry and parks projects. Twenty-eight are assigned to camp unit maintenance. Nine are assigned full time to the 147 acre farm. The farm is completely managed and operated by the camp unit. The balance of the men, approximately 30, are on the Work Release Program and employed in the nearby town of Salisbury. Work release men are given a cursory "pat frisk" as they check back into the camp unit and a more complete "skin search" approximately once a month. Staff reports a few incidents of drinking, illegal contacts and overleave.

Eastern Correctional Camp Unit

This camp unit is the usual one-story concrete block and red brick structure. The 80-acre site is located on the eastern shore of Maryland. The capacity is 173, with a current population of 104. The camp unit is clean and attractive with adequate facilities for indoor recreation in a large dayroom, plus a multi-purpose room, modern kitchen and dining room, and ample storage area.

The Work Release Program was cancelled in this camp unit as a result of an incident involving a work release man and a local family. The incident did not progress beyond an improper contact, but could have been very serious. State Roads employs 45 inmates, forestry and parks 2, and about 25 are required in camp unit assignments, such as cooks, maintenance men and clerks.

The balance is employed through the local farmers cooperative association on individual farms and supervised by the individual farmers. Inmates receive 25¢ per day; however, the farmer pays \$1.00 per hour to the state.

The inmate population is approximately 80 per cent Negro and 20 per cent Caucasian, with the average age estimated at 30 years. There is no programming in this camp unit other than work and recreation.

Central Laundry Correctional Camp Unit

This camp unit was constructed in 1961 with the usual cement block and red brick. Both the camp unit and the laundry are located on 16 acres of the Springfield State Hospital grounds. The 16-acre site is completely enclosed by an eight-foot chain link fence with three strands of barbed wire. The dormitory was originally designed for 168 inmates but the capacity has been increased to 215. The current count is 187. Living quarters, dayrooms, storage, feeding areas all appear to be adequate for the increased quota.

The population is 70 per cent Negro and 30 per cent Caucasian. This appears to be a somewhat younger group. One hundred and seventy-four inmates were received from the Maryland House of Corrections and only 21 from the Maryland Penitentiary. Average length of stay is estimated to be somewhat shorter in this camp unit which causes problems in turnover and training on the laundry jobs. This camp unit is also the least desirable assignment from the inmate point of view, probably because of the

confinement within the 16 acres. Five men go out on work assignment to a nearby state police barracks during the week, returning to camp unit on Sunday. Four men are employed in the community less than five miles away under the Work Release Program. The employer provides transportation to and from the camp unit for his employees.

The primary purpose of this installation is to operate a laundry. Little thought is given to self-improvement programs or job training.

The laundry building measures 175 by 175 feet. It is constructed of cement blocks and red brick. There are 161 inmates employed for eight hours a day, five days per week. The Victor Kramer Company, laundry management consultants, is retained on a permanent basis to assist with the laundry management.

Most of the following information was supplied by a company representative:

The Central Laundry Facility is currently producing 6,500 pounds of laundry per hour, or $15\frac{1}{2}$ million pounds per year, at a cost of $1\frac{1}{2}$ cents per pound, which includes depreciation on the machinery but not the building. The quality is considered very good for a low-cost laundry operation, but lower than that of a commercial laundry. This same plant operated at a cost of six cents per pound when it was

managed and staffed by the mental hospital.

There is no formalized job training program other than day-to-day work experience, and no contact with the laundry industry in the community. Inmate pay scales range from 20¢ to 45¢ per day.

There is a preventative maintenance program for the laundry and camp unit equipment. The laundry has operated at 100 to 120 per cent of capacity for six years without a major breakdown. No inmate behavior problems have stopped production, although staff feel that 18 months to two years is the longest period any one inmate should be assigned to the laundry. The better inmates seem to "burn out" and begin to cause problems if retained longer than two years.

The laundry employer appeared to be of high calibre, well trained and interested in his work.

Function of the Camp Unit

The primary objective of the camp unit is to provide labor with accompanying revenue to the State of Maryland. Most users of inmate labor, such as State Roads, Forestry and Parks, Ocean City Garbage Department, University of Maryland, and the Farmers Cooperative Association, pay one dollar per hour for each inmate. The inmate is paid 25¢ per day and the remaining \$7.75 per inmate day is balanced off against the costs of maintaining the correctional camp unit division. Ten per cent of

all inmate wages are held in retention to a maximum of \$20, which is given to the inmate at the time of release. Supervision and accountability for the inmates is practically nonexistent on some of the job assignments; the University, Ocean City Garbage Detail, University Hospital, and farm labor details. People assigned as supervisors, non-correctional employees, are given no training. There seems to be a minimum of inmate misbehavior which may indicate that the criteria for camp unit placement is being applied very cautiously. There is a tendency to assign short-term inmates to the camp unit, creating job turnover and transportation problems.

Records

a. Financial

The accounting system indicates the operation is self-supporting to a degree. Other governmental agencies are required to pay a fair price for the manual labor performed by the labor gangs. However, the camp unit does not receive the usual \$1.00 per hour for inmates assigned to the State Police Barracks and only 1 1/2 cents per pound for laundry.

Feeding costs are slightly higher than in the established rate of 57 cents per man per day. The meals, eaten and observed, appeared to be attractive and appetizingly prepared with good quality. Little after-meal waste was noted. Staff report the feeding ration is about five cents per man per day too low. An increase of five cents would be used to buy additional meat necessary because of the physical activity.

b. Inmate Records

The information contained in the inmate file available in the camp unit is meager. This consisted of the inmate version of his offense as an admission summary, an up-to-date list of job assignments, and a few other disorganized pieces of information. The Base File is not available to the camp unit, but is retained by either the House of Corrections or the Penitentiary. There is apparently a mistaken belief because the camp staff would not properly interpret the information in the file.

The Camp Supervisor grades each inmate once a month on his work habits, although in most cases, the work has been supervised by someone else. As far as could be determined, the camp staff does not contribute to either a pre-parole hearing report or a pre-release report.

c. Personnel Records

There is a personnel file for each employee at the camp unit center which contains a completed application form, results of a physical examination, an annual efficiency rating, plus the usual personnel management information.

Personnel Training

There is no training program for personnel in the camp unit. It was formally the practice to assign a new camp unit officer to the Maryland House of Corrections for his initial 30 days as a training period. This was discontinued when the staff discovered only the unfavorable aspects of inmate-staff

interaction filtering back into the camp unit.

The camp unit director has done a remarkable job of informal on-the-job training. The staff appear to be sensitive to attitudes, feelings, and responses of the people they supervise. The inmate attitude and the climate of every camp was good and morale was high, which reflects sound staff selection and supervision practices.

Community Relations

Each camp unit has an organized choir outfitted in robes and available for public appearance in the nearby communities. Most appearances are in the local churches for services on Sunday, and one pastor reports contributions double when the inmates attend his church. There were no incidents of misbehavior reported by staff and this appears to be a very worthwhile program, although it must be watched and employer-supervised.

Each camp unit has a softball team in the inter-camp unit league, plus other games in the county leagues. Teams are permitted to play off the reservation and, again, if properly managed this is a positive program.

There are also other inter-camp unit league sports, such as touch-football, basketball and horse-shoes. A Supervisor of Recreation Grade I in the organization should further improve the recreation program.

One camp unit has an Alcoholics Anonymous group, and the inmate members periodically attend the Alcoholics Anonymous meeting in the local town. Another camp unit has a chess team

that plays weekly in the Y.M.C.A.

Some of the inmates sign up for the local blood banks and usually receive five dollars a pint, which is credited to their account.

Local service clubs are invited to all of the camp units for dinner meetings and a presentation of the camp unit program by the camp director.

Research

There is no research program or systematic gathering of operation statistics for either budget or management purposes.

Existing Programs

Catholic and Protestant church services are held weekly in each camp unit. Chaplains are part-time state employees who have churches in the communities. The multi-purpose room in each camp unit is used for the services.

The work program is a curious mixture of good and bad. There are no current inmate employment problems in the camp unit. Staff indicate that if the camp unit quotas were completely filled, all could be assigned to paying jobs. Staff assigned to the Work Release Program stated a need for 60 to 70 more inmates to be housed in the camp units with jobs waiting in the community.

There is a commissary in each camp unit selling the usual cigarettes, cigars, tobacco, toilet articles, etc., with all profits going to the Inmate Welfare Fund. There is no limit on

the amount of an inmate can purchase each month, although low incomes provide a control.

Several attempts have been made to conduct an educational program in the camp units, both with teachers from the local school district and with inmate teachers. However, there is no organized program for inmate education at this time.

The staffing pattern for each camp unit provides for two correctional officers for each eight hour shift, seven days per week, with the balance being involved in work supervision or transportation. This existing coverage would allow a considerable amount of evening supervised activity if properly organized.

A. Recommendations

1. Formulate a statement of goals and objectives for the correctional camp unit.
2. Increase the Work Release Program in the camp unit and eliminate some of the current work gang commitments.
3. Provide additional positions on the Camp Director's staff for supervision of personnel training and inmate programming.
4. Transfer the laundry management to State Use Industries.
5. In the interest of economy and absence of training, eliminate the farm operation at the Poplar Hill Correctional Camp Unit.
6. Increase the inmate pay scale.
7. Change the basic function of the correctional camp unit center to aid in classification, screening and training of

inmates, both for the outlying camp units and the Work Release Program.

8. Prepare a camp unit operations manual as a reference for personnel.

9. Maintain the Base File in the same location as the inmate.

10. Adopt a system of maintaining current, up-to-date operational statistics within the camp unit.

11. Bring the camp unit population to maximum capacity and initiate a quota system.

12. Initiate a remedial education program in each camp unit.

B. Recommendations with Support

1. Formulate a statement of goals and objectives for the correctional camp unit.

This statement of goals and objectives should spell out clearly the place and role of the camp unit in the total organization of the Maryland Department of Correction. The primary purpose of the Correctional Camp Unit is to better prepare the inmate for return to the community by offering opportunities for education, training and work which will provide saleable skills and attitudes that are acceptable to society. When the demand for profit and production overshadows this primary purpose, the program will deteriorate and fail.

Some thought should be given the use of camp unit assignment as a transitional phase for the long-term commitment from the Penitentiary. Inmates who are deemed capable, psy-

ehologically and physically, of handling camp unit assignment and in need of programs within the institution should not be held in maximum custody for Industries or other purposes not in keeping with treatment philosophy and goals. Use the camp units as a progressive step towards return to the community. Inmates placed in the camp unit for screening and evaluation should progress to the Work Release Program and eventually to parole.

2. Increase the Work Release Program in the camp unit and eliminate some of the current work gang commitments, (general maintenance) which are not in keeping with the Community oriented goals.

Eliminate such work assignments as the Ocean City Garbage Detail, the Southern Maryland Tobacco Detail (seasonal) the employment of inmates by farmers, the University Hospital work maintenance detail in downtown Baltimore, and the details at the University of Maryland, College Park. These particular work assignments, as they are operated, do not offer job training, a decent salary and present a potentially serious situation. Supervision is next to impossible under conditions that exist on the Ocean City garbage detail, the University Hospital, and the University of Maryland. It is reliably reported at the University of Maryland that during the night, stamps, money, and other articles are repeatedly missing, offices and desks marked "do not touch" are entered, obscene writings appear, and the phones are used.

3. Provide additional positions on the camp director's staff for supervision of personnel training and inmate programming.

Personnel training, as previously discussed-under improvement planned by the Maryland Correctional Camp Unit Administration, is badly needed. There is a total lack of inmate improvement programming in the camp unit except for work, recreation, and religion. New positions should be provided to strengthen weak areas. The kind of programming that would easily lend itself to the Maryland Camp Unit, both in terms of staff and physical facilities already available, would be group or individual counseling, Alcoholics Anonymous, Narcotics Anonymous, gavel club, group forum, elementary education, a library, and any other kind of programming that promotes closer contact and better communication with the community. Also religious and trade advisory councils should be considered, wherein representatives from both management and labor could counsel and advise regarding realistic training, improved industrial operations, and increased employment opportunities, thus creating a better understanding and appreciation by labor and management.

4. Transfer the laundry management to correctional industries.

The laundry operation represents a concentrated, closely supervised work project. The problems of laundry management could very well be handled by management specialists already employed by State Use Industries, and in turn not drain off time and energy from the camp unit administration which is urgently

needed in other areas. This is not to say that the camp unit administration has not done a good job of operating the laundry, but that this time and energy could best be devoted elsewhere. With the addition of a second perimeter fence at the laundry site, a less stable type of inmate could very well be programmed into this work situation, thus enabling the stable individuals to move to other camp assignments or the Work Release Program. The camp unit should continue to supervise the central laundry camp and supply the inmates.

5. In the interest of economy and absence of training, eliminate the farm operation at the Poplar Hill Correctional Camp Unit.

The 147-acre farm project at Poplar Hill has operated at a loss for the past several years. By the time the crop is produced and transported to Western Maryland, which has been the pattern for the corn crop, it has cost the system more than the cost of purchase. This project does not offer job training or work potentials following release.

6. Increase the inmate pay scale.

The best way to compare the inmate pay scale to the current cost of living is to quote the price of cigarettes at 30 cents a package, which means that a smoker is unable to purchase a package of cigarettes on a full day's wages.

Ten per cent of all salaries should be retained in a separate fund until a minimum of at least \$100 is accumulated, which would then be given to the inmate at the time of his release.

7. Change the basic function of the correctional camp unit center to aid in classification, screening and training of inmates, both for the outlying camp units and the Work Release Program.

Currently, the Correctional Camp Unit Center is operated as just another camp unit, and because of its size and location it houses the administrative personnel for the camp unit system. All inmates coming into the camp unit are first received at the Camp Unit Center. They are held there one or two days pending availability of transportation to outlying camp units. Some are retained and permanently assigned. The basic function of this center, however, should be to further screen, classify and train inmates for all-camp unit placement, including those to be assigned to the center, which should reduce the "walk-off" rate. This classification and training period in the center for all inmates would also permit more intensive screening and evaluation of work release candidates. Adequate medical and dental services should be available at the center to provide treatment for all inmates prior to assignment to a camp unit. This would reduce turnover, instability on the job, transportation costs, etc. A training unit for cooks, bakers and meat cutters also could be installed. Organized exercise and physical conditioning periods would better prepare men for the hard manual labor performed by camp unit crews.

8. Prepare a camp unit operations manual as a reference for personnel.

There should be a camp unit operations manual with carefully considered written procedures and policy statements

covering all phases of the program. The general policy statement should establish the framework within which the camp unit must operate. There should be written inter-agency agreements spelling out the conditions under which inmate labor may be used and responsibilities of each agency. It should contain organization and staffing information with complete descriptions of the duties of correctional camp unit personnel who supervise inmates.

A directional guide for camp unit personnel should be included covering such items as work schedules, compensation, vacation, holidays, uniform dress regulations, travel expense and relocation reimbursement, industrial injury and public relations. Another section should deal exclusively with a program policy for inmates! work, recreation, counseling, handicraft, religious activities, library and education. There should be a section dealing with such things as inmate assignment to camp units, orientation programs for inmates upon reception at the camp unit center and in the outlying camp units, and instructions to personnel regarding incidents and escape procedures. The camp unit count procedure and camp unit log used for unusual activities should be clearly defined in this manual.

9. Maintain the Base File in the same location as the inmate.

The inmate Base File is retained at the House of Corrections or the Penitentiary, even though the inmate may be in the camp unit center or one of the outlying camp units. This

deprives personnel of important information. The Base File should be kept at the same location as the inmate, and it should be current. Special training should be given staff, not only in understanding and interpreting this Base File, but also in supplying pertinent information so that better decisions can be made about the individual. A progress report should be submitted periodically to the Base File by every correctional employee in contact with the inmate. The purpose of this is to increase the effectiveness of correctional control and treatment programs through continuing evaluation, counseling and reporting.

10. Adopt a system of maintaining current, up-to-date operational statistics within the camp unit.

Until recently the Camp Unit System has been small enough that it was possible for one man, with car and briefcase, to do a reasonable job of managing the operation. With the opening of the camp unit center, augmentation of staff, and the increased number of inmates, it will be virtually impossible to successfully manage the system without current, up-to-date operational procedures. The administrator should receive information once a month on such things as number of paroles and discharges, inter-camp unit transfers, escapes, disciplinary incidents, medical-dental transfers, number of visits, inmate receiving visitors, and inmates involved in group forum, religious programs, etc. There should also be a record of sanitation inspections. The number of inmate man-days lost per

month due to medical or dental lay-ins and industrial accidents. Food reports that reveal consumption and cost, also mileage and maintenance reports on vehicles. This kind of information is valuable for budgeting and planning purposes and is necessary as a basis for sound management of an efficient operation.

11. Bring the camp unit population to maximum capacity and initiate a quota system.

Whether or not the programs of the several camp units are reoriented, as recommended above, each should be fully populated in accordance with its program commitments. This is essential, both in terms of efficiency and inter-agency contractual agreements, as well as utilization of program potentials.

12. Initiate a remedial education program in each camp unit.

Camp staff estimate that five to ten per cent of the inmates are unable to read or write. An evening remedial program utilizing teachers from local schools, is badly needed. Use of inmate teachers would not be acceptable.. Adequate space for educational activities is available in most of the camp multi-purpose rooms. Such a program could be launched at minimum expense to the State.

VIII. STATE USE INDUSTRIES

A. Description

The Maryland State Use Law is adequate and fulfills legal requirements. It provided for arbitration on prices, standard, style, design and quality of correctional state use industries products.

A change is recommended to provide for vocational training supervisors for on-the-job and related training supervision. No evidence of such supervision under classification and education was found. The dollars and cents cost of training, using on-the-job techniques, is indeed small in comparison with the value of vocational training. Most of the work is production and pays its own way. The expenses of industrial vocational training should be budgeted and paid from the State Use Revolving Fund.

Industries net profits should be returned to a general fund and institutions given a definite annual operating and expense budget.

The Industries Director vacancy is felt throughout the system and should be filled. Strong leadership is needed.

It is recommended that State Use Industries endeavor to obtain a permanent advisory board of five to seven members consisting of influential, civic-minded citizens appointed by the Governor who represent the various areas of the state, different professions, including labor and management. Such a

board could be of assistance in public relations, up-grading of the civilian salary scale and giving advice to various phases of State Use Industry. Such a board would also assure strong administrative support from state officials.

The warden and his staff are required to show profit in certain industrial and maintenance areas to fulfill their budget requirements.

State Use Industries have a reasonably steady operation with a stable income, and without the benefit of an annual budget and revolving fund, management is at a disadvantage. Accounting and auditing are difficult and there is greater chance of loss to the state, through mistakes.

Production in a number of shops could be increased without additional personnel. Sales for the entire system is approximately \$3,700. per inmate and should compare with private industry which is \$11,000. Production could be increased by 50 percent without overburdening supervision or inmate workers. For the pay period ended November 4, 1966 at the House of Correction the institution maintenance details were paid \$3,085.85 for 9847 days or 31¢ per day. For the same period industries paid \$2,832.60 for 7080 days worked, or 40¢ per day. This means only a few dollars more per month for production workers than for maintenance workers. Industries jobs should be classified to provide higher grades and thus create incentives for production and promotion.

The new buildings at Hagerstown and Jessup provide

adequate manufacturing space. Warehouse capacity could be exceeded if delivery of completed orders is delayed.

Warehousing must be handled at the time of sale. The Department of Corrections should not be expected to warehouse completed orders beyond the date agreed upon. Sales representatives should visit the plants more often. The State Use market is not being explored to its fullest. This is revealed from the small amount of sales compared with the total state purchases. It is recommended that copies of all orders cleared for items manufactured in the institutions be kept on file and tabulated periodically as a guide to future production planning.

Except for a few materials, the state central purchasing office buys all raw materials and supplies for State Use Industries. This has been found satisfactory but for small purchases and immediate use the present limit of \$10. should be increased to \$25. or \$50. This would be consistent with present day costs and prevent expensive work stoppage for the want of a small purchase.

The funding of Industries is adequate at this time to provide for the training expense as outlined above.

The accounting system now being studied and formulated at the House of Correction should be centered in the Central Office.

Penitentiary

This is a maximum security institution with an average daily population of approximately 1,400. The following are em-

ployed in various shops.

Wood Shop	170
Sewing	135
Metal	154
Print	60
Shoe	57
Warehouse and shipping	14
	<u>590</u>

In October 590 men, 11,794 days, were paid \$4,027.85.

Sales for the fiscal year 1966 were \$1,981,847.46 of which \$624,792.43 was from the Print and Tag Industries. Profits from these two industries amounted to \$123,010.72 leaving a net of \$38,260.11 from the other four industries. This will indicate the probability of a substantial loss for this fiscal year, since these shops have been inactive since the fire of July 8, 1966.

Preparations are being made for a vocational training course to be installed in the print shop when this shop is again in operation. This will be the only industrial vocational training in the institution.

From a superficial examination, the quality of the production of the various shops appeared to be up to standard. The only complaint received was in regard to heels on work shoes furnished by the camps.

House of Correction - Jessup

In terms of acreage, buildings and population, the House of Correction is the largest of the Maryland Correctional Institutions. The State Use Industries are integrated with many other details referred to as "revenue" details such as:

Dairy	assigned	24 men
Farm	"	45 men
Greenhouse	"	10 men
Laundry	"	13 men

Supervisors other than State Use employees should supervise these details, thereby relieving Industry personnel for responsibilities in connection with the employment of the 581 inmates assigned to State Use factories.

The morale among the employees and inmates was superior to that in the other institutions visited. In the wood finishing shop all the men were working energetically and took pride in their work. In the mattress shop, the men were generally idle. A cursory inspection of some finished mattresses revealed poor workmanship. Materials used were of first quality.

The State Use office has an IBM machine and has been accumulating data to program for all the State Use accounting.

The Knit Shop used raw material valued at \$59,979.40 during the fiscal year 1966 and had a \$44,256.65 inventory. Nearly nine months' use. This is excessive.

The office personnel at Jessup leave the impression of efficiency and understanding also not observed in the other institutions.

Maryland Correctional Institution - Hagerstown

Industries at this institution consist of the following.
Figures taken September 1966:

Bookbinding	69
Brush and Carton	21
Cannery	135
Feedmixing	25
Metalworking	51
Poultry	37
Stone	0
Office	0
	<u>338</u>

The marginal operations of bookbinding and textbook

salvage can be justified by employment only of an average of 80 maximum custody inmates who otherwise would be idle.

The most practicable vocational training opportunities are to be found in the metal working shop. However, it would be difficult to justify the consistent losses incurred by this shop. The absence of supervised training at the bench and machine plus inappropriate classroom work contribute to inadequate production and high cost. Most of the training in the shop is furnished by lead inmates who possess only slightly more experience than the students.

B. Recommendations

1. Due to the number of younger men in the Maryland Penitentiary it is imperative that a vocational trade-training program be initiated in all industries not just in the Print Shop.

2. The present long-hand accounting methods should be eliminated in favor of modern machine accounting.

3. Release of the State Use Manager for supervising Dairy, Farm, Greenhouse and Laundry. C. M. S. responsibility.

4. Establishing a position of Supervisor of Vocational Training to coordinate on-the-job training and related training for all inmates capable of training.

5. Expediting the accounting system initiated at Jessup so the correctness of all costs at the many State Use shops can be assured. Consideration of the Central Office for the base of this accounting system.

6. The Poultry operations should be discontinued.

C. Recommendations with Support

1. Due to the number of younger men in the Maryland Penitentiary it is imperative that a vocational trade - training program be initiated in all industries not just in the Print Shop.

The recommendation in reference to vocational training is so very obviously needed that it is remarkable that the Industries have been permitted to exist so long without a training program. In other State Use Industries it has been found that On-the-Job Training augmented by Related Training during off-the-job time or on released time pays its own way. The quality of production improves. Quantity increases. Disciplinary actions decrease. Production capacity in some factories has increased in output per man hour to such an extent that the limit has been set only by the ability of the market to absorb the products.

Many inmates see vocational training as the only rehabilitative or constructive activity the institution has to offer. They will ask for trade training when they will ask for nothing else. It is therefore often an entering wedge to reach a man through other phases of the program. It has been observed that many inmates placed in training and work programs which interest them, rapidly develop work skills, gain self-respect and gradually begin to think more of a future at that occupation than of a return to criminal activities. In many instances it

is the skill acquired in prison which is responsible for changed attitudes and outlook.

These observations above are well-documented by several relevant conclusions drawn by Dr. Daniel Glaser in his study and survey of correctional practices in the United States. Dr. Glaser notes that approximately 90 percent of the inmates released from correctional institutions profess a desire to "go straight". While it is difficult to assess the sincerity of these intentions, it is apparent that they are rapidly dissipated as a result of the many difficulties and pressures of post-release adjustment. A second conclusion relevant to this discussion is Dr. Glaser's finding that a major factor in the rehabilitation of offenders is the application of skills developed from institutional training and work experience to post-release employment. Perhaps one of the most important conclusions of this study concerns the importance of the inmate's close working relationship with his work or vocational supervisor. Dr. Glaser's findings indicate that inmates who succeed in their post-release adjustment and in their transition from criminal to non-criminal behavior attribute most of the credit for the change to the personal influence of their vocational or work supervisor.¹

2. The present long-hand accounting methods should

¹

Daniel Glaser, The Effectiveness of a Prison and Parole System, 1964, The Bobbs-Merrill Company, Inc., pp. 141-48

be eliminated in favor of modern machine accounting.

Apparently, the overall State Use Industries accounting system is in the process of being revised. It is recommended that the revisions be expedited, otherwise the costs of items manufactured and cost distribution inter-industries cannot be sufficiently accurate for use as a sales and management tool.

3. Release of the State Use Manager from supervising Dairy, Farm, Greenhouse and Laundry. C. M. S. responsibility.

The widely separated area of the State Use Shops prohibits any one person from giving direct supervision to all shops. Restricting the duties to State Use Shops should result in improvement in all shops.

4. Establishing a position of Supervisor of Vocational Training to coordinate on-the-job training and related training for all inmates capable of training.

It will require much time to initiate training in the shops and the need justifies promptness in establishing a position of this kind.

5. Expediting the accounting system initiated at Jessup so the correctness of all costs at the many State Use Shops can be assured. Consideration of the Central Office for the base of this accounting system.

Without correct costs, management will be unable to differentiate between profitable and unprofitable items and the Sales Department will be unable to obtain correct selling prices.

6. The Poultry operations should be discontinued.

It is improbable that the cost of the poultry operations at the Hagerstown institution will ever afford a margin if the price of day-old chicks, debeaked and sexed, range from 46¢ to 51¢ each.

IX MEDICAL PENITENTIARY HOSPITAL

A. Description

A visit to the Hospital at the Penitentiary revealed a modern and well equipped unit which serves the needs of the system in the event of serious illness or need for surgery. The facility is modern, comparatively new and except for the dental clinic, quite well equipped. Limited equipment in the dental clinic and the crowded dental laboratory handicap the workload of the dentist. A single dentist is not sufficient to care for the dental needs of a population the size of the Penitentiary much less the System. Conceivably the dental department, with adequate staffing, space and equipment could likewise serve the System where prolonged and serious dental needs are required.

In general, the hospital was clean, orderly, and secure. Some areas, not regularly used, are in need of attention. There exists a staff shortage, particularly among the registered nurses, and there is a need to increase the professional and management complement.

The first floor, as noted above, is crowded. There is a kitchen-dining area in one end of the hospital which services the ambulatory patients, inmate attendants and staff. Food is supplied the bed and secured patients from food carts transported by elevator.

Adjoining the hospital and accessible from the re-

creation yard is an indoor recreation area which serves for weight lifting. The kitchen-dining areas and indoor recreation area which adjoins the hospital could be easily converted to space essential to expansion of the first floor. This would provide additional space in the out-patient section and dental clinic.

The hospital is in an excellent location for affiliation with the large medical schools and private hospital in the area. The American Correctional Association consultant was informed there is a strong affiliation and research in several areas currently in progress. The professional staff of the hospital is active with the University of Maryland School of Medicine, Johns Hopkins Hospital, and state and local medical boards and councils.

Many medical consultants, specialists in their respective field, are available to the hospital but they are not under contract.

Funds are not provided for glasses and dentures. The inmate or his family are required to pay for the service.

Because of staff shortage and proper control, inmates have access to medical files.

Medical history and the initial physical examinations are done in one to five days following admission.

Several research projects are in progress and have been for a considerable period of time.

Security rooms in the neuro-psychiatric ward are equipped with the oriental type toilet, long discarded by the

Federal Prison System and most state systems. The oriental toilet is a grilled opening in the floor and has been replaced with the upright metal basin-closet combination.

There is a persistent and disrupting practice wherein the custodial supervisor issues travel authority to inmates for dental attention, insisting he be given attention without the knowledge of the dentist.

B. Recommendations

1. Appoint full-time Medical Director and provide supporting staff to administer the medical-dental needs of the system, i.e., personnel, equipment, and supplies. Issue regulations covering personnel standards, policies, procedures, and operating standards. Exercise control over and submit budget and staffing needs, and other management responsibilities associated with the total system.
2. Provide additional dentists and supporting personnel. Provide additional dental equipment and expand size of dental clinic and laboratory to meet the existing needs and provide for expansion to include dental needs of the system.
3. Review salary scales of hospital personnel and bring to competitive level.
4. Remove kitchen-dining area from hospital and feed from the central culinary unit using heated food carts.
5. Construct indoor recreation area elsewhere and make existing space available for first floor expansion.
6. Do not permit unscheduled visits to hospital or dentist unless it is an emergency.
7. Provide resident dietician.

8. Provide resident pharmacist.
9. Provide additional nursing personnel qualified to assist with surgery, to replace inmates.
10. Secure medical records to prevent access to inmates.
11. Perform admission physical examination and take medical history the day of admission.
12. Budget for inmate glasses, dentures, prosthetic appliance, and related medical-dental needs.
13. Provide orientation and in-service training to resident part-time and consultant personnel.
14. Place consultants under contract signed by the Commissioner or delegate to the Warden.
15. Regular scheduled system-wide and local medical-dental staff meetings.
16. Establish vocational training in medical-dental clinics and do not remove vocational trainees without authority of the Classification Committee. Extend consideration to inmates with medical skills in regard to custody and other benefits. (Presently inmates view hospital assignments as a dead end--X-ray, Surgery, and despite skill and contribution which is not recognized in terms of pay and custody change, they soon want out in order that they might go to Industries or camp.)

X PATUXENT INSTITUTION

In 1951 the Legislature of the State of Maryland enacted Article 31B, known as the "Defective Delinquent Law." The law defines a defective delinquent as, "an individual who, by the demonstration of persistent, aggravated antisocial or criminal behavior, evidences a propensity toward criminal activity, and who is found to have either such intellectual emotional imbalance, or both, as to clearly demonstrate an actual danger to society so as to require such confinement and treatment, when appropriate, as may make it reasonably safe for society to terminate the confinement and treatment." This statute provided for establishment of the Patuxent Institution for the commitment of defective delinquents, and also included sentencing provisions for such committed defective delinquents on an indeterminate basis. The intent of the statute was the protection of society, and the providing of special psychiatric treatment to offenders who are currently not classed as legally insane, but who are psychiatrically viewed as deviant. The institution became operational in January 1955. In 1956 the total expenditure for the institution was \$476,467 at a per capita cost of \$2,562. The latest year for which figures are given the total expenditure may approach \$2,917,000 and a per capita cost of \$5,307.

A. Description

Patuxent Institute is a modern correctional institution opened approximately 11 years ago. It consists of two main buildings plus a number of subsidiary buildings in which are

housed vocational shops, a gym and a warehouse. (All buildings, except the gym, are inter-connected -- usually by above-ground tunnels.) The buildings are enclosed within a fenced area. In addition to this perimeter fence there are six towers, which are manned 24 hours each day. Also present are several recreation areas (fenced-in) as well as maximum security recreation areas, which are surrounded on all sides by buildings.

The perimeter fence is 20 feet high. Reportedly, the top six feet are constructed of fine mesh which will not permit a man's little finger to pass through it; further, it is made of a type of metal which feels "greasy" if one rubs his hand across it.

The inmates are housed in individual cells in all areas except the hospital, where small wards, in addition to individual rooms, are present. Patuxent has a capacity of 650 but several tiers are not currently in use. At the time of the survey the authorized capacity was 558, the therapeutic capacity (see Program-treatment section) was 520, and the actual population was 461.

Inside all of the buildings there are a plethora of grills, double grills, gates and doors. One cannot walk onto any floor of any building without someone turning a key in some kind of door. This is an extremely "tight" institution.

More than 90% of the population at Patuxent is in formal psychotherapy with a professional staff member. For the most part this is group therapy, conducted usually two hours per week. In addition, many of the inmates participate in individual therapy

with these professional therapists. Tier counseling is conducted, usually by Social Workers, on a once-a-week basis. A system of graded tiers permits each inmate to know where he stands in terms of the progress the institution staff feels he is making. (In order to allow for movement among the tier levels, an "institutional therapeutic capacity" has been established -- presently, 520 -- which is below the institution's authorized capacity -- 558.)

In addition to therapy and the graded tier system, academic and vocational training are offered to all inmates. Patuxent refused a State Use industry so that all vocational assignments might remain training-oriented.

Patuxent has a live-in/work-out program and it also has established its own Half-Way House for parolees. The Institution Board of Review serves as the paroling authority; paroled inmates may be continued on parole until the Board of Review feels they can live successfully in the free world without supervision. After-Care Less than two months ago, Patuxent opened a Half-Way House in Baltimore for its parolees. I took advantage of this opportunity to visit what I believe to be the very innovative and rational approach to the running of a Half-Way House program.

In brief, the Patuxent Half-Way House consists of a building the institution has rented containing 6 efficiency-apartments plus a basement and a medium-size recreation room. Two parolees share each apartment for which they are charged \$15.00 per week, (this money is used to pay the rent for the building, to supply heat and electricity to all the apartments, to furnish the apartments, and for general up-keep of the premises.)

The parolees are responsible for maintaining themselves in all respects. Four nights a week personnel from the institution man the basement "clinic" conducting group and individual therapy sessions with both in-house residents as well as others who are on parole from the institution. The staff from the institution is encouraged to stop by when in the neighborhood. As a consequence, the residents can feel there is usually someone around when they need help in working out a problem.

B. Recommendations

1. Better integration of perimeter security management and internal (inside the buildings) security, which will result in more efficient manpower usage.
2. Continue present procedures for budgeting new construction.
3. Staff.
4. Two full-time Chaplain positions should be established.
5. Position specifications should be raised and salaries established at a level which would be commensurate with these new standards and competitive with those paid in surrounding communities.
6. Better program utilization of correctional officers should be considered.
7. A fund should be established so that correctional officers may be paid for their participation in in-service training courses.
8. Program Description.
9. Present diagnostic procedures should be continued.
10. The present practice of an indeterminate commitment under civil proceedings should be continued.
11. The present group therapy program should be given more structure in such matters of operation as selection of inmates, number of sessions per week, and the use of additional treatment sessions.

12. Inmates who are in the category of being diagnostic cases (awaiting adjudication) should be started in therapy, thereby eliminating the long delay between diagnosis and the beginning of psychotherapy.
13. The "dark cells" in the seclusion tier should be eliminated by removing the outside metal flap.
14. Methods should be found to prevent institutional maintenance operations from interfering with the inmates' treatment programs.
15. A more innovative approach in the school program should be developed.
16. Research capability should be strengthened.
17. The Half-Way House program should be continued and expanded.

C. Recommendations with Support

1. Better integration of perimeter security management and internal (inside the buildings) security, which will result in more efficient manpower usage.

In view of the type population incarcerated at Patuxent, there is no questioning the need for tight security measures. However, one wonders regarding the need to man six towers during the night when inmates are all in individual cells, behind grilles-in, constantly patrolled corridors, and locked outside doors. During the day, the towers can be manned but then one wonders at the need to tie down so many officers at fixed posts where all they appear to do is open and close doors and check inmate passes. In other words, the internal security and the perimeter security appear to be a duplication of lines of defense during certain hours of the 24-hour day. Tremendous savings in manpower could be effected by more flexible and integrated utilization of employees.

2. Continue present procedures for budgeting new construction.

Aside from the relatively minor complaint of delays between request for funds, allocation of funds, and completion of

construction, the institution staff seemed relatively satisfied with present budgeting methods.

Surprisingly, no urgent needs were voiced, although there was some mention of construction which would be nice to have. Included among these was an expressed need for a chapel to replace the present jerry-built structure located in a wide section of a corridor. There is also a need for a new school building which has already been planned.

3. Staff.

As shown in the table below, the authorized staff for Patuxent is quite impressive.

	AUTHORIZED	VACANT
Psychiatrists	11	2
Psychologists	9	1
Social Workers	14	4
Educational	9	1
Vocational	9	2
Recreation	4	
Accounting	9	
Medical	9	3
Administration	5	
Classification	6	
Secretarial	21	2
Maintenance	12	1
Dietary	8	
Research	1	
Correctional	<u>227</u>	<u>31</u>
	354	47

The above table gives a slightly distorted view of the current situation in that some of the authorized positions are filled by part-time personnel. For example, if two psychiatrists were each working 3/5s (60%) time, they would fill two positions although a total of 80% of the time allotted to these two positions would be vacant.

Nevertheless, the size of the professional staff is impressive. Undoubtedly, the unique nature of the institution, the positive leadership of its top administration, and its well established relationships with Johns Hopkins and the National Institute of Mental Health (among others) have all contributed to Patuxent's ability to recruit professional staff.

In the absence of a complete description of the background and qualifications of the individuals filling all these positions, it appears that the professional staff tend to be well qualified. Several of the psychiatrists are board certified, three of the psychologists have PhDs and the remainder are at the Masters level (all are working towards their doctorates). Reportedly, the Social Workers are the least qualified in that the majority of the personnel listed are first and second year social work and sociology students who are part-time in school and part-time at work. Apparently the difficulty in retaining qualified personnel in this classification results from a low pay-scale which does not compare with salaries available in nearby Baltimore. The teachers are all licensed in Maryland; some of them are full-time, while others are only present in the evenings.

4. Two full-time Chaplain positions (one Protestant and one Catholic) should be established.

It will be noted on the above table that there is no listing of ministerial personnel. The institution uses the services of part-time Chaplains in the three major denominational faiths. In view of the few Jewish inmates, this Chaplain should be continued on a part-time basis.

When questioned, the staff indicated that there appeared to be some problem around the issue of separation of Church and State which prevented them from hiring full-time Chaplains.

Unquestionably, there is more that clinically trained Chaplains can bring to a correctional institution than conducting religious services per se. It is apparent that the institution wants a more active religious program.

5. Position specifications should be raised and salaries established which would be commensurate with these new standards and competitive with those paid in surrounding communities.

Evidently, one of the ways in which Patuxent has been able to attract professional personnel (other than those reasons mentioned above) is by maintaining very flexible time schedules for these staff members. This has the advantage not only of attracting people but it allows, also, for professional "coverage" at times when such personnel are usually not available, i.e., evenings and weekends. The disadvantage of such a procedure is that many of these individuals have their primary interest outside the institution. They do not seek work at Patuxent as a career and their relationship with the institution appears to approach that of a consultant, rather than that of an employee. A consequence of this is a frequent turn-over of staff which is translated into inmates having several therapists within relatively short periods of time.

6. Better program utilization of correctional officers should be considered.

At the present time, a new correctional officer is hired to fill a vacancy on a particular shift. While he may be given

various work assignments over a period of time, his experience is limited to the shift for which he was employed until such time as he may apply for transfer to a more desirable shift.

Long experience in other jurisdictions has demonstrated fully that correctional officers can, with special training, apply their broad experience to various treatment roles, such as that of counseling. To acquire breadth of correctional experience, greater flexibility than that in evidence at Patuxent must underlie a range of duty assignments. Not only do correctional officer personnel represent a potentially valuable treatment staff resource to be utilized, but opportunities to "join the treatment team" are important to the development of correctional careers. There are several models of this in other correctional systems from which particular adaptations to Patuxent could be made.

7. A fund should be established so that correctional officers may be paid for their participation in in-service training courses.

Although the need for a continuing program of in-service training is well recognized by correctional administrators, the usual regulations make effective programs of this type almost impossible to attain. In-service training is generally conducted in one of three ways: (1) on company time; (2) on the individual's own time; and (3) on a compensatory time basis.

8. Program. Description.

The Patuxent program consists of three main phases: (1) diagnosis, (2) treatment, and (3) after care. Each of these will be discussed in turn; a brief description and recommendations germane to the particular section will be presented.

Offenders are sent to Patuxent by the Maryland courts for a diagnostic evaluation to determine whether or not a particular

individual is a Defective Delinquent. Before such a determination can be made, the offender must meet one of five requirements as specified in the Law. An individual who meets one of the requirements may be sent to Patuxent where a comprehensive diagnostic assessment will be made. A report is sent to the referring court within 90 days.

If the institution feels the individual is not a Defective Delinquent, he is returned to court and sent to a regular correctional institution. If Patuxent indicates that the individual falls within the prescribed definition of Defective Delinquent, a trial is held. The offender may request either a jury trial or not, as he wishes; he is provided counsel and his own psychiatrist, if he cannot afford his own legal aides. It is only when (as a result of this special hearing) the court finds that the offender is a Defective Delinquent that he can be committed under a civil statute to Patuxent for an indeterminate sentence.

9. Present diagnostic procedures should be continued.

The institution has averaged approximately 110 diagnostic referrals per year; it has averaged about 60 commitments per year.

Reading randomly selected inmate institutional folders and discussions with the professional staff revealed that an impressive, comprehensive diagnostic evaluation is made on all referred cases. A complete social history is taken, plus background data obtained from parents and other social agencies; psychiatric and psychological reports are prepared based on individual assessment of the referred individual; a diagnostic staff meeting is held during which each case is thoroughly discussed; and, finally, the institution presents its findings in open court,

subject to the questioning of the defendant's attorney and psychiatrist.

10. The present practice of an indeterminate commitment under civil proceedings should be continued.

The fact that these proceedings result in an indeterminate sentence raises questions in the minds of some. The Patuxent staff feels that the kind of individual with whom they deal needs an extrinsic motivation of this proportion. Several of the staff remarked that for many inmates, it is not until after the time on their regular sentence has run out that they realize the full implication of an indeterminate sentence. This is when they begin to "get with" the program.

After a review of the Defective Delinquent Law and the many decisions relating to it during its 11-year history, one cannot fail to be impressed by the number of safeguards which have been built-in. The constitutionality of the Law has been tested and affirmed; it provides for court reviews with full jury trials (if so requested) every three years; writs of habeas corpus are permitted at all times. Within Patuxent, an Institutional Board of Review, composed of knowledgeable professional and lay people (who are non-institutional personnel), review every inmate's case once a year, with him present.

11. The present group therapy program should be given more structure in such matters of operation as selection of inmates, number of sessions per week, and the use of additional treatment sessions.

While there is a great amount of group therapy currently underway, the structure of the program could be improved greatly. Inmates for group therapy are selected from a "pool" on the basis of the therapist's likes and dislikes. Research has demonstrated

that greater therapeutic effectiveness can be generated through a more systematic method of matching patient and therapist.

Therapists generally run their groups for two hours. The length and frequency of group therapy sessions and their relationship to treatment effectiveness has been researched and there is some reason to believe that twice-a-week is a more efficient schedule even though the total amount of time remains the same. The integration of individual and group therapy should be encouraged. However, it would seem that there is no systematic individual interviewing of each therapist's patient group. It is suggested that group therapists see all of their patients in additional individual sessions at intervals.

12. Inmates who are in the category of being diagnostic cases (awaiting adjudication) should be started in therapy, thereby eliminating the long delay between diagnosis and the beginning of psychotherapy.

After the 90-day diagnostic period has elapsed and a report has been sent to the referring court stating that the offender is felt to be a Defective Delinquent, there may be as much as a year delay before the case is brought to trial. During this time the D (diagnostic) category men participate in all aspects of the regular program except they are not put into group therapy until after the final court decision has been made.

The staff reasons that D category men who are put into group therapy tend to dominate the discussion with whether or not they should be committed and arguments regarding the accuracy of the evaluation which was sent to court. This is felt to be disruptive to the group process.

While there is merit in Patuxent's contention, it is also possible that there would not be such long delay (awaiting trial)

if the staff had not concluded that the offender was a Defective Delinquent. Since the staff did find in this direction, regardless of the court's final decision, Patuxent is stating that this man needs treatment. Further, even if treatment were started and the court found the defendant not to be a Defective Delinquent and he were not returned to Patuxent, some benefit both to the offender and to society would accrue from the months of therapy the man had received.

If men in D category should not be included in the regular group therapy sessions for the reasons the staff gives, some other program should be considered for them.

13. The "dark cells" in the seclusion tier should be eliminated by removing the outside metal flap.

It is well appreciated that there are times when both for the individual's own good as well as the interests of effective management, that it becomes necessary to remove an inmate from the regular population and place him in seclusion. The need to make isolation an undesirable experience is conceded, but its usefulness as a treatment and, at times, necessary control measure will depend more on the staff attention given him than can be attributed to the privations he is made to endure. Placing a disturbed inmate in isolation does not, in itself, mean that he will cease acting out. Rather, the point is being made regarding how isolation is implemented.

14. Methods should be found to prevent institutional maintenance operations from interfering with the inmates' treatment programs.

Patuxent has arranged for an enviable system of priorities in which therapy comes before almost any other consideration. However, there are other aspects of the treatment program -- of which

Patuxent can also be justifiably proud -- but these, seemingly, do not enjoy the same high-level priority.

At the time of the Study visits -- which extended over a week-and-a-half period, the perimeter fence was being painted. As a consequence, no inmates were in any of the vocational shops. The fear was that the scaffolding necessary for the fence painting would encourage escape attempts. It is regrettable that it was found necessary to stop all vocational training for so extended a period.

15. A more innovative approach in the school program should be developed.

It was difficult to assess the school program in view of the changes that are to be made when the new school construction is completed.

Patuxent operates all of its educational programs on a "voluntary" basis. In other words, attendance is not mandatory but absences are noted and this becomes part of the inmate's report when he is reviewed by both the Institutional Board of Review and the Courts. Therefore, an increasingly strong motivation for participation is built into the programs that are offered.

The institution also has a responsibility to make its program "attractive", particularly in the academic area. It is a well-documented fact that offender populations, which may cover the spectrum in intellectual capacity, are almost universally two or three years retarded academically. Since school has represented a failure situation for many of the inmates, it is suggested that additional efforts be made to overcome this negative image. The use of programmed learning -- as developed at Draper Correctional

Institution in Alabama -- and "token economies" successfully employed in state hospital situations, suggest directions which might be followed in developing new kinds of educational programs.

16. Research capability should be strengthened.

The staff at Patuxent is well aware of the need to conduct comprehensive research projects with their special population. Indeed, several papers have been written by staff members concerning a variety of aspects of the Patuxent endeavor.

However, there is only one full-time research person on the staff. Although her qualifications are not known, the impression was gained that she is primarily a data gatherer and tabulator; and that the type of data being gathered is of the "head count" variety.

The published research has been of a theoretical bent. This is not to gainsay this kind of an approach, but programmatic research and evaluation are needed, too. To conduct research of this nature requires not only sufficient personnel, but fairly sophisticated individuals. It is recommended that positions for such employees be created in the Patuxent staffing pattern.

17. The Half-Way House program should be continued and expanded.

Under the present structure, which has the distinct advantage of continuity of treatment, institutional staff not only fulfill institutional treatment roles, but they also have an out-patient obligation. This serves to stretch staff pretty thin. With recruitment already a problem, it would be of little benefit to recommend an increase in staff to handle this additional responsibility. One wonders if this may not be another place where trained correctional officer/counselors might help alleviate

a shortage of professional personnel and help absorb some of the treatment burden.

Future Planning: An above ground tunnel has been asked for a connection between the gymnasium and the shops. The estimated cost is \$60,000. A request has been made for a maintenance and service building. Estimated cost is \$87,000. The new school which is just being started is estimated to cost more than half a million dollars. Another innovation for the future is perhaps what might be known as a three-quarter house or a pre-release housing unit. This will be placed within the fence and between the fence and existing buildings at the front of the institution. The cost is estimated to be a quarter of a million dollars. For several years funds have been asked to change the coal-firing boilers to oil. Electricity is purchased and not produced. When the new school is completed, \$50,000 is being asked to convert the old school wing to a visiting room. \$189,000 is being requested for an extension to the diagnostic center in the administration area. Another pre-release housing unit is being sought for fiscal year 1971.

Professional Affiliations

There is a formal affiliation with Howard University School of Social Work.

Patuxent is a training resource for fourth year medical students from Johns Hopkins University.

Students from the law school of the University of Maryland visit the institution. Students in sociology from the University of Maryland visit Patuxent. Students in sociology from Goucher College visit the institution.

The staff at Patuxent have had many speaking engagements with service clubs.

Other Maryland mental hospitals have used Patuxent as a resource.

Psychiatrists are on the faculty and the staff of Johns Hopkins University Hospital.

A staff member is a consultant to the Health and Welfare Council of Baltimore.

A staff member is a consultant to Boys Town, Maryland.

Testing programs are provided for the Commissioner of Personnel of the State of Maryland.

Patuxent is a training resource for other professional groups. The institution does EEG's for the Department of Correction of Maryland on both inmates and personnel.

This institution is relatively unique in that it maintains its full complement of staff which includes a wealth of clinical and treatment personnel. It is regrettable that the experience derived from the activities and programs of this institution, together with its resources of treatment personnel, cannot be shared to a greater extent with the remainder of the system. In long-range planning thought should be given the advantages of placing Patuxent Institution within the total correctional system administered by the Department of Correctional Services and that it be assigned the following special functions:

1. Aid in the development and guidance of a diagnostic program in the reception-guidance centers;
2. Diagnosis of the mentally ill;

3. Psychotherapy classification for those amenable to treatment;
4. Specialized psychiatric observation and treatment;
5. Evaluation for the parole board in special cases;
6. Participation in staff training for the Department.

The goals of the correctional system are public protection, treatment of chronically disabled people, and restoration of offenders to the community. These goals will be better fulfilled by making the Patuxent Institution one of the diversified institutions of the Department of Correctional Services and, through a classification program, effect the distribution of committed offenders in accordance with their control and treatment needs.